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Technique of Social Surveys

By MANUEL C. ELMER

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TECHNIQUE
of
SOCIAL SURVEYS

By MANUEL C. ELMER, Ph. D.
Associate Professor of Sociology
University of Minnesota.

Revised Edition

UNIV. OF
CALIFORNIA

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1920

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PREFACE.

It is now generally recognized that in order to carry out any community program it is necessary to have certain definite facts concerning the community.

No intelligent social worker today attempts to outline the work for any group of people without taking an inventory of the community in order to become thoroughly acquainted with its assets and liabilities. Because of this new attitude and an increasing demand for a brief guide in making a community survey, the previous edition of this book has been exhausted, and the continued requests have made this revised edition necessary. As stated in the preface to the earlier edition, the purpose of this book is to meet certain specific problems of social workers, namely:

1. What relation has the problem under consideration to the community life as a whole?
2. What things should be considered in making a study of any special problem?
3. How can the information desired be secured?
4. How can the data and information gathered be put to the most effective use?
5. Can this survey be successfully followed by other investigations along different lines or be made the basis for an annual inventory or "Community Week?"

While there are many excellent questionnaires and treaties published on social surveys, the author has found in supervising the work of civic organizations, clubs, religious groups and college students, and in directing social surveys where both experts and volunteers are used, that a hand-

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book covering the above points is necessary if efficient work is to be done.

The author has made an effort to eliminate all unnecessary material and questions of social philosophy, and include only such items as have been found to be of greatest aid to the hundreds of volunteers and students whose work he has directed in making surveys and investigations of rural and urban communities.

M. C. E., 1920.

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TECHNIQUE
of
SOCIAL SURVEYS

Part I

Organization
of the Community
and the Survey Machinery

THE SOCIAL SURVEY.

Up until the early years of the 20th Century there had been very few scientific studies made of community activities and conditions of life. Most persons worked without having a definite knowledge of the facts underlying the activities of the group life concerned. Consequently much time and effort was wasted while the information necessary for effective work was being secured thru costly experience. The value of having on hand the exact information concerning a community was brought home to an increasing number of people during the period of the war. The lack of a knowledge of actual facts when most needed, and no understanding of methods to be followed when facts were to be had caused much delay and waste of energy. It is now generally recognized that it is as necessary for a community to know the extent and character of its assets and liabilities, as it is for a business man to know if there are any leaks in his business or along what lines his most promising fields of development are located.

During the past fifteen years there has developed a widespread desire to understand social conditions and activities. In almost every city of any importance investigations are being carried on in some field or other. The organization carrying on the survey may be a church or Christian Association, making a study of its particular community; a civic league making an investigation of the local industrial situation, a charitable organization investigating the poor quarters of the city; a department of health making a sanitary

survey; a special committee appointed by the state or city studying the efficiency of some public institution; or it may be an intensive survey of the industries and living conditions as was carried on in London, Pittsburg, Birmingham, Alabama, or Springfield, Illinois. Whatever the source of the particular investigation may be, the number and variety of surveys that are being contemplated and made throughout the country indicate that there is a general demand arising to have some accurate information in regard to existing conditions.

The remark,—"little of lasting value was accomplished by the survey" is frequently heard, and the criticism may not be unwarranted, notwithstanding the vast amount of data collected. The fault, however, is not so much in lack of energy, as in misapplied energy. Too often a group of people stirred by some particular abnormal feature brought vividly to their attention, thru some epidemic or serious accident, begin to agitate along that particular line, without any accurate knowledge of the community as a whole. The result is failure to accomplish anything,—or worse still, some entirely inadequate legislation is passed. Often, to say the least, any action which might have resulted in improving the situation by getting at the real causes is postponed. If the group of people on becoming interested, had cooperated with those agencies already existing, and had succeeded in making a careful scientific survey the results would have been greater, and more lasting, with less expenditure of time and money. If *a complete* and *thorough survey,* as outlined in the following pages, were made before attempting to inaugurate a reform movement the source of the undesirable conditions would be discovered, and all efforts might then be directed toward the

place where they would be of greatest service.

The findings of a social survey should bear much the same relation to the community that an architect's plans do to the construction of a great industrial plant or an educational institution. It should furnish the information which will direct the growth and activities for a community. It should not only help remedy present defects, but lay the foundation upon which the next generation may build.

THE SURVEY PLAN

While every conceivable type of a Social Survey has been followed, they may be grouped into three general divisions:

1. The investigations dealing with or relating to some particular phase of community life, such as are usually carried on by charity organizations, church federations, vice commissions and sometimes in making sanitary and food surveys. In this class no comprehensive schedules are followed. The organization making the survey stands for the solution of some particular problem which is either becoming a menace to the community, or concerning which public sentiment has been greatly aroused. While a survey of this type may consist of a careful and detailed study of the particular activities and conditions investigated, the lack of information concerning the inter-related activities and indirectly conditioning phenomena serves as a decided check upon the constructive effort resulting from the survey. The survey is necessarily not only of less scientific value than if more comprehensive, but as a rule, it does not afford sufficient background for the successful handling of the specific problem for which it was instigated. Nor does it serve as the basis for a constructive policy extending into the future.

2. Another type of investigation often spoken of as a Social Survey consists principally of historical and broadly descriptive monographs of Communities. These surveys have a very important place in the study of a community, but they serve only as a basis for comprehensive social

surveys, or inventories of the communities as they exist at the present time. While it is necessary to study the growth and development of a community in order to determine an adequate policy for the future, if an investigation of a community is limited to a study of the past, it fails to fulfil the purpose of a social survey.

3. The third type of social surveys consists of those community studies which are more or less comprehensive in the scope of their inquiries, making an intensive study of several inter-related conditions and activities in the community and of their bearing upon each other. The recognized purpose of this type of survey is to bring about needed changes and to increase the general efficiency of the community by creating a social consciousness which will help the members thereof to *"learn to live together."*

The scope of the social survey will be largely determined by the specific problem for which the survey was started as well as the moral and financial backing it receives. There may often be uncontrollable factors which interfere with the completion of a comprehensive survey, and which may necessitate the concentration of all efforts upon some specific problem. Where the community to be investigated is a very large city, this is most probably the best method to follow. However, if such surveys are to be of any permanent value, or to exert any influence beyond the immediate community in which they are made, they should fit into some large scheme of classification. In the first place in order that the results obtained by one investigation may be compared with results of similar investigations carried on in other communities. In the second place, if a specific survey is made, it should fit into a general comprehensive scheme which may be followed in later investiga-

tions, thus conserving all of its value not only as a study of the specific problem investigated, but also as an aid to other problems which are directly or indirectly related.

Since the range of activities and conditions covered in making a social survey is so extensive the greatest efficiency cannot be obtained unless the entire field is mapped out, and the correlation of the different phases noted, by means of a comprehensive schedule. *Even though only a partial survey of a community is made, it should at least cover all phases of the activity which is being investigated and the details should be properly grouped and made to fit into the general scheme of a comprehensive survey.*

In the classification proposed below we have attempted to include all of the conditions and activities which should be considered in making a complete survey. Many valuable suggestions have been received from the various questionnaires and schedules referred to although none of them include all of the phases of community life. These various phases are here put into eight general divisions under which the material gathered in a comprehensive survey may be subdivided and arranged with a minimum of confusion. This is a very important matter especially if only a partial survey is to be made at any time, with a more comprehensive study to be made later. This schedule has been found to be very workable in making a large number of social surveys in both urban and rural communities during the past decade. The field is divided in a way that will cause a minimum of over-lapping when a large number of people are helping with the survey.

GENERAL OUTLINE FOR A COMPREHENSIVE SOCIAL SURVEY.

B. *Natural Physical Conditions.*

A. *Introduction.*

C. *Population*:
   - I. Density and Distribution of Population.
   - II. Nationality.
   - III. Domestic Life.
   - IV. Vital Statistics.

D. *Social Conditions and Activities, Relating to the Health, Convenience and Comfort of the Community*:
   - I. Housing.
   - II. Public Utilities.
   - III. Diseases and Health Measures.

E. *Wealth and Industry*:
   - I. Distribution of Wealth.
   - II. Industrial Activities:
     - a. Study of Individual Industries.
   - III. Transportation and Storage.

F. *Group Relationship*:
   - I. Political:
     - a. General Situation.
     - b. Organization.
     - c. Taxes.
     - d. Legislative Restrictions and Regulations.
     - e. Courts.
   - II. Ameliorative, Reformatory and Punitive:
     - a. Child Care.
     - b. Charities.
     - c. Outdoor relief.
     - c. Outdoor Relief.
     - r. Homeless Men.
     - f. Other Agencies.
     - g. Juvenile Delinquents.

h. Adult Crime.
III. Recreation and Amusements:
a. General Situation.
b. Playgrounds.
c. Athletics.
d. Dance Halls and Theatres.
e. Clubs.
f. Saloons.
g. Holidays.
h. Summary.
G. *Education*:
I. Public Schools:
a. Scope.
b. Administration.
c. Efficiency.
II. Private Schools.
III. Libraries.
IV. Music and Art.
V. The Press.
VI. Higher Education.
H. *Religious Activities.*
I. *Summary and Conclusions.*

THE SURVEY MACHINERY

There are so many conditioning elements which enter into and modify a social survey, that no hard and fast rule can be laid down as to the only method of conducting it. However, some general principles may be suggested which can be developed according to the local situation.

It has been found to be generally true, that the surveys which have been the result of a demand from within the community have been the most effective in their influence upon the life of the community. A considerable number of the leading men and women of a community taking active part in the scientific investigation of their living conditions, will do more to create a social consciousness and an interest in community betterment, than any other single activity could possibly accomplish. Consequently the first things of importance to be done by those interested in having a survey made is to secure the co-operation of some of the leading members of the community to be surveyed, who are willing to stand back of the survey to the end.

Very often some specific organization is willing to back the survey and will assume responsibility for the necessary financial support. This matter is a very important feature, and no survey should be attempted until there is definite assurance that the cost connected therewith has been provided for. If the survey cannot be finished, or when finished cannot be published many of its benefits will be lost.

Cost of Survey.

The cost of making a survey will vary greatly. Some of the social surveys made in large cities have cost thousands of dollars, while some surveys, where most of the work has been volunteered, have cost very little. A survey of Fargo, North Dakota, a city of about twenty-five thousand population, cost the organization backing it less than one hundred dollars. In that city, however, all of the work was volunteered by a local college. Where state universities carry on the work of the survey, and are aided by local volunteers and representatives of various state departments, the expenses are likewise comparatively small. They consist chiefly of such overhead costs as printing of blanks, material for preparing exhibit, printing of final report and similar expenses. If a private organization directs the survey, the cost thereof will depend upon the services rendered.

When it is evident that a survey will be properly financed and supported by interested parties, the first thing to be done is to secure some person of broad experience in social survey work to spend a week or ten days in the community making a quick diagnosis of the local conditions. At the end of that time, the expert will make a report outlining a plan including the phases of community life which require special emphasis, and in perfecting the organization and machinery for carrying on the work.

There are several state universities as well as some independent organizations which have a staff of experts, whom they will send to make such a diagnosis of any community desiring it,—among them, being Wisconsin, Kansas, Southern California, Chicago, Iowa, Minnesota, The Russell Sage Foundation and several others.

Selection of Method.

When the diagnosis of the community has been made by a social survey expert, the next step will of course largely depend upon the recommendations made by the preliminary survey.

Two general methods may be adopted in carrying on the work.

A. After the preliminary investigation by a first class man has been completed, an expert in each line may be commissioned to make a more detailed diagnosis and supervise the investigation of his particular field. Where the State University carries on such work, these experts may be secured without very much additional expense. However, the fact should always be kept in mind, that one feature of the greatest importance in making a social survey, is to interest as many people as possible,—hence, a large number of committees should be organized, composed of persons from every station of life and representing every organization. These committees should work with the various experts in charge. This will not only create a more widespread interest, but will also be the means of training future community leaders. There are some social surveyors who are inclined to discourage much volunteer work, claiming it is too inefficient, but the ultimate value of the survey will depend much more on the development of local interest, and social consciousness, than on the efficiency with which the survey was made. If the expert in charge is careful in taking into consideration the personal characteristics and qualifications of the volunteer workers, he can readily place each one where the most effective work can be done.

B. After the preliminary survey has been made, instead of securing experts to make investigations

along their special lines, have one trained investigator take charge of all the work. With the aid of some paid assistants, and the co-operation of leaders from all the various organizations in the community. In this way a very successful social survey can be made, and if the proper kind of a "follow up" campaign is adopted, practically every reasonable recommendation of the survey will be adopted.

Publicity is a feature of a social survey which should not be overlooked. First of all, sufficient funds should be reserved to get the findings and recommendations before the public. Of course, newspapers should be enlisted in the movement, but never-ending discretion must be used in publishing preliminary reports. An untimely or unwise report may do harm which will more than counterbalance the benefits of the survey.

Every household in the community should be reached with the chief elements of the findings and the recommendations in a simple but very graphic manner. While a strong committee to make known and to create enthusiasm in the investigation and suggested measures, by means of newspapers, public meetings and exhibits, is indispensable if the highest success is to be reached. However, *no public reports should be made, except for a definite purpose, until all facts are obtained and carefully checked for possible errors.* The details of publicity work will be discussed in connection with the specific problems of each of the subdivisions of the survey.

Working Committees.

The various committees to have charge of the work should include the following:

I. *The Executive Committee,* which will have general charge of the work of the survey and which should have charge of the matter of financing the project.

II. *Committees of Investigation.*

1. *Committee on Population,* covering the problems of:

a. Density and distribution of population.
b. Nationality.
c. Domestic Life.
d. Vital Statistics.

2. *Public Welfare Committee* having for its field of action a study of the social condition and activities, relating to the health, convenience and comfort of the community, and investigating specifically the problems of:

a. Housing.
b. Public Utilities.
c. Diseases and Health Measures.

3. *Civic and Industrial Committee,* dealing with the situation regarding the distribution of wealth, industrial situation, transportation and storage and the political conditions and activities as outlined under division F, group I.

4. *Remedial and Corrective Agencies Committee,* which should deal with the problems of:

a. Child care.
b. Charities.
c. Outdoor Relief.
d. Homeless men.
e. Defectives.
f. Other agencies.
g. Juvenile Delinquents.
h. Adult crime.

5. *Committee on Constructive Agencies.* This committee should investigate the situation with regard to:

a. Recreation and Amusements.
b. Educational Activities.
c. Religious Activities.

6. *Publicity Committee,* whose duty it should be to make the results of the various investigations known, by means of newspaper reports, pamphlets, and charts, and most important of all, community exhibits.

Several of these committees may be subdivided, as for example, committee number five, on constructive agencies. In the case of this committee it is often well to have three sub-committees. However, they should work under one general committee chairman, because of the inter-relation of the activities concerned.

GENERAL SOURCES OF INFORMATION

There is much information required in making a social survey which cannot be obtained from any official sources, but which must be secured by means of investigations of actual conditions. Before any such investigations are undertaken, however, it is well to have consulted all persons who regularly come in contact with those conditions such as officials of various kinds, teachers, ministers, business men, professional men and social workers. The work will be greatly lessened if this is done before starting the survey, and it will also help to interest a large circle of persons who are informed on the questions to be investigated, and who may be able to point out means of securing the desired data without extra work or delay.

The problem of collecting and properly interpreting statistical data is of the utmost importance and can hardly be over-emphasized, since carelessly selected or inaccurate data may defeat the entire work of the survey. *If volunteer or inexperienced workers are used, never ceasing care must be observed or fatal errors will slip in.* Four rules suggested by Quetelet, for obtaining statistical data, sum up briefly the chief sources of errors:—

1. Never have preconceived ideas as to what the figures are to prove.
2. Never reject a number that *seems* contrary to what you might expect, merely because it departs a good deal from the apparent average.
3. Be careful to weigh and record all possible causes of an event, and do not attribute to one what is really the result of a combination

of several.

4. Never compare data which have nothing in common.

The amount of labor connected with the making of a survey will be determined largely by the ingenuity and tact of the workers and their ability to locate the most reliable sources of information. Conditions vary so much, that great skill is required to decide what data is reliable and accurate. There are some general sources of information, however, which can usually be obtained, and which is often of great value especially for comparative purposes.

a. Official Statistics:

1. The census reports of the State and the Federal Government which alternate every five years.
2. The report of the State, County Officials and Local Health Department should furnish the necessary information needed concerning birth, marriage, divorces, deaths, contagious diseases, etc.,—but frequently these records are not well kept,—and even where apparently well kept, should be carefully checked for possible error.
3. Statistics regarding crime may be secured from court records, prison and jail reports and records, and the various boards and organizations dealing with delinquents. Since much of the data thus obtained may have been collected for a different purpose than the one connected with the investigation at hand, the chief value may lie in making comparative studies.
4. The Federal Census, United States Department of Labor, the State Boards and Commissions, as well as employment bu-

reaus, boards of trade and labor and trade federations will be able to give much valuable data regarding the industrial situation.

5. Statistics regarding education, recreation, religious bodies and ameliorative work may be secured from local, state and national organizations, whose work deals with these various subjects. As much of this data as possible should be obtained in order (1) to save time and energy of securing it yourself, (2) to compare local situation with those of other communities or with the general situation, and (3) to use as a basis for making the local investigation.

b. Unofficial data and Statistics:

1. Reports and records of private ameliorative and philanthropic organizations.
2. Reports and interviews with officials, and study of the pay roll of industrial establistments.
3. Reports of unions and interviews with labor leaders.
4. Public reports, and private interviews with officials and employees of all business organizations with whose activities the survey deals.
5. The Federal and State statutes and general laws, city charters, city ordinances, the housing laws, health laws and similar specific regulations should all be very carefully noted.
6. *The exact wording of the law should be obtained in every case.*

While much of the material from the sources mentioned may be obtained by volunteers,—no

person should be sent to secure data, without having been carefully instructed concerning what is wanted. If this is not done, much of the work will have to be done over again. Likewise, careful selection should be made of the type of worker for each particular phase of the survey.

COMPILING THE DATA.

Had all the surveys started been completed, there would be a most valuable fund of scientific data available. Too often, however, surveys have been started with the greatest enthusiasm, but have either never been completed, or in some cases where all the desired data was collected it was in such a mixed-up condition that it was an almost impossible task to do anything with the material gathered. The difficulty connected with the compiling and the analysis of data in a general social survey has discouraged many people, and consequently many of the so-called social surveys, are limited to the investigation of some specific problem—without sufficient consideration of the many related problems.

One of the first things to be considered in making a social survey is to classify the various conditions and activities which are found in any community. The classification which has been found most workable and which involves a minimum of overlapping by groups working on different phases of the survey, has been given under the heading, "The Survey Plan."

The outline for a general survey, is subdivided into a number of subdivisions under each general heading, while these subheads are again divided. Under each of the minor headings are a number of general and specific questions. These questions will usually include all the data required on each point, but where they are of a more general nature, they will suggest additional questions which may vary slightly in different communities.

Each general heading, sub-head group heading and question has an alphabetical or numerical

designation. Hence, each specific item or fact, has a definite place in the scheme of classification. For example: The information concerning the admission of children to institutions, would be the answer to part three (c') of question (4), under group head Child Care (a), of sub-heading (II) ameliorative activities, under division head (F) Group Relationship. In short, the question and answer: "Conditions for admission of children to each institution is catalogued as F. II a 4 c'."

Information concerning one item only, should be placed on each card for filing. If this is not done, confusion will result. Cards 5x8 inches are the most suitable size. On the top of the card should be written in full the specific question. In the upper left hand corner, the index number of the question in full. Then on the margin may be inserted references and sources from which the information on the card was received. It is sometimes convenient to have the cards on which the data is filed, lined as follows:

Index number	Question in full.
Source of Information	Data obtained.

Attending to such details as carefully numbering each question, stating question in full, giving sources of information, and having data of one question only, on each card, with initials of person who prepared card, will be the means of avoiding much trouble later.

A very large part of the data and information

required will be obtained from the sources mentioned under another heading. There will be some material, however, which will necessitate a house to house canvass.

The information which cannot be secured from other sources may be included in the cards used for this purpose.—The data obtained in the house to house canvass, and recorded on cards may be readily tabulated, and the results transferred to the indexed cards and filed in their respective places.

By carefully following the outline of community activities and conditions, and dividing the work among various committees, who in turn divide the various phases among their respective members, it is possible to include a very large number of people in the making of a survey. The more people who are given something definite to do in a survey, the greater will be the influence of the undertaking. However, unless the greatest care is taken in regard to the details just discussed, the results will not be satisfactory, while if care is used in assigning work and in having the data properly recorded and filed, the problem of compiling is practically solved.

The form of schedule card used in the house to house investigations will depend upon the information desired, and upon the type of survey made. Below are given several cards which were successfully used for different surveys.

The data from the cards may be transferred to maps. In the case of small cities and towns, summarizing the material by blocks, and in the larger communities transferring the data of each lot to the map, but the cards should be kept in order to check up mistakes.

HOME CARD

1. Location: Street Address.....Ward.....Add.....Block.....
2. Family; Number.....Adults (over 14).....Children (under 14).....
3. Roomers; Number.....K. U. Students; Men.....Women.....Others; Men.....Women.....
4. Native State; Husband.....Wife.....How Long in City; Husband.....Wife.....
5. Membership in What Local Church; Husband.....Wife..... Membership in Church Elsewhere, Husband.....Wife.....; Church Preference.....
6. Number Papers; Daily .....Local.....Others .....Number Magazines.....Number Books in Library.....
7. Musical Instruments, Piano.....Organ.....Phonograph.....Others.....
8. Games; Card Games.....Caroms.....Checkers.....Dominos .....Number Toys.....
9. Athletic Equipment; Swing.....Punching Bag. .....Football.....Baseball .....Tennis..... Other.....
10. Value Residence.. ..... Owned by Family.....If Not, Amount Rent per Month.....
11. Number Stories.....Rooms.....Bed Rooms.....
12. City Water.....Well.....Cistern.....Cellar.....Bath and Inside Toilet.....
13. Heating; Coal Stoves.....Furnaces.....Gas .....Steam or Hot Water.....
14. Number Chickens.....Horses.....Cows.....Autos.....
15. Pets (number); Cats.....Dogs.....Rabbits.....Others.....

(To be filled by visitor) House.....Yard..... Interior.....

Lawrence, Kan. Survey

HOUSING CARD

C III e 1--16

STREET NO WARD INVESTIGATOR

PREMISES AREA CONDITIONS FOWLS OR LIVE STOCK CON'D. KEPT DRAINAGE SHALLOW WELL

OTHER WELL OUT-DOOR CLOSET CONDITION SMOKE, DUST, GASES OR FUMES CAUSE

BUILDINGS TYPE GENERAL CON'D. CON'D. OF CELLAR OR BASEMENT USED AS DWELLING NO. DARK OR ILL-VENT ROOMS

CAUSE *NO POORLY LIGHTED AND VENT ROOMS AMT AND CON'D. OF PLUMBING SEWER CONNECTIONS DISPOSITION OF GARBAGE

TOILET BATH FACILITIES CON'D. NO. USING VENTILATION FIRE PROTECTION ROOF STAIRS

FAMILY NO. FAMILIES IN BLD'G. ROOMS PER FAMILY AMT OF FLOOR SPACE NO IN FAMILY

ADULT M F CHILD ROOMERS BOARDERS NATIONALITY OF F M. LENGTH OF RESIDENCE

HEALTH CONDITION OCCUPATION OF MEMBERS OF FAMILY RENT PAID OWNER

PHOTOGRAPHS

*Window space less than 1/8 of Floor space

FROM M. C. R. SCHEDULE

Summary for each Block

Block.....Addition .....Investigator.....

1. No. of houses in good condition;..... No of families .....adults...children...
2. " " " " bad " ;.....No. " " .... " ... " ...
3. " " " containing more than one family;.... Avg no of families.....
4. " " cellar or basement dwellings;.....{Families living in 1. room....
   " " " 2. " ;....
   " " " 3 " ;....
5. " " dwellings covering 50% of lot...75% .....
6. " " yards in good condition.....bad condition.....
7. " " dwellings without sufficient light..... ventilation.....
8. " " " " " sewer connections.....without city water.
9. " " out houses with " " ..... " " sewer....
10. " " drilled wells.....shallow wells.....
11. " " places keeping live-stock.. effected by smoke, dust or gas-
12. Total no. of families.....adults.....children.....
13. No. of families having roomers or boarders....no. of roomers in block.
14. No. cases past 2 yrs; tuberculosis....typhoid....measles...chicken-
15. Occupations represented in block.....[pox.... diphtheria...
16. Condition of alley.....garbage and ash disposal

Part II

Securing the Data for the Community Survey

THE COMMUNITY SURVEY

A. *Introduction.*

As a foundation for any social investigation one must have some general idea of the City or Community as a whole. Its character, whether industrial, composite or residential, will be a very important fact in determining the method of procedure. Each community has a distinct individuality which is the result of its history, its early inhabitants, the causes and method of growth and is influenced by the predominating nationality, and by the traditions and customs which the various factors have developed in the community. The prevailing attitude toward civic improvements, special interest in some particular subject and the attitude and composition of the local official bodies must all be considered, as well as of private organizations and individuals who may either help or hinder the work of the survey.

1. Is the community to be surveyed, a chartered city, a ward, a village, or a town. If none of these, what kind of a unit? (Often when some special problem is studied it can be more advantageously done by taking a limited district than by taking the community as a whole.)

2. What is the general character of the community, residential, commercial, manufacturing, industrial, or composite? The character of the survey and the placing of the greatest emphasis will be largely determined by the answer to the above question.

3. What were the important causes that led to the founding and subsequent growth of the community?

Very often specific problems may be traced back to the early history of the community. The data required may be obtained from early official records, newspaper files, private letters, and interviews with old residents.

4. Give nationality and chief characteristic of the peo-

ple who made up the early community. Sometimes traces of the ideals and customs of the first settlers may be traced in the growth of local institutions for many generations following.

5. Trace the industrial development of the early community. Has its growth been steady or intermittent? Has there been recent marked changes?—See census reports, official records, and newspaper files.

6. a.' Is the industrial, political and social situation controlled by the descendants of the first settlers or by the more recent arrivals?
   b.' Influential individuals of past.
   c.' Significant events of the past.

The data obtained under this heading may often be used very effectively in creating interest in the results of the survey, by connecting the present with the past history of community. A Pageant is one of the most effective ways of presenting the matter, and may be given at the time of the Community Exhibit.

7. What local social problem is of especial interest to the community before the beginning of the survey?

This may be arrived at by interviews with leading citizens, newspaper files, and acquaintance with individuals from social groups.

8. a.' Can you depend upon co-operation of public officials in making the survey?
   b.' Can you depend upon the support of the press?

These two agencies are very important if the greatest success is desired. The officials may do much to lessen the work of investigators and unless the newspapers take up the issues brought out by the survey, much of its value will be lost.

9. Is there in the community, any groups of men or women who are willing to bear the responsibility and capable of taking up the work of the survey in a devoted and intelligent manner?

The above questions are of the utmost importance, and should be carefully considered before making any attempt to outline the work of the survey. If the line of work suggested above is carefully done, there will be fewer mistakes made

in the outline of the work to follow. The required information may be obtained largely by going over newspaper files, talking with well-informed citizens, business men, old residents, labor leaders, ministers, priests, teachers and others, and by referring to the various city and census reports (1).

(1.) See "What Social Workers Should Know About Their Own Communities," by Miss Byington. p. 7-8. "Knowing One's Own Community," Aronovici. p. 9.

B. *Natural Physical Conditions (Geographical).*

The geographical conditions of a community are generally recognized in making a survey of a community as being of great importance, and one of the very first factors to be considered. For, while the geographical conditions are fixed, and are very little changed by the activities of men, except in such matters as deforestation, drainage and the irrigation of arid regions, the activities of a community, its industrial character, its inhabitants, its growth and life depend largely upon its geographical location, its climate, natural resources and character of surrounding country. (2).

1. Give the location of the community to be surveyed. a.' Its area, b.' Topography, c.' Source of water supply, d.' Natural drainage, and e.' Natural scenic advantages.
2. a.' What are the economic resources of the vicinity? Its soil and products, waterpower, mines, quarries, forests, fisheries?
   b.' Are the natural resources of a permanent nature?
   c.' Are important natural resources monopolized?
3. Is the community near any large waterfront, on any natural highway, or is communication with the rest of the world obstructed by mountains or other barriers?
4. Are there other geographic or climatic conditions in your community which seem to be important factors in the social situation? What gives them their importance? (3).

(2.) See E. C. Hayes, "Effects of Geographic Conditions upon Social Realities," Am. Jour. Soc. May, 1914; Semple and Huntington, Pulse of Asia.

(3.) Knowing One's Own Community, Aronovici, P. 11. Report of the Cities Committee, Soc. Society (London, Eng.), on Town-Planning, 1909.

In addition to the sources suggested above for obtaining information concerning the locality, these questions may be answered by referring to

the United States Geodetic Survey Department, Soil Surveys, Agriculture Department reports, Census reports, other publications of the state and federal departments, and by consulting local engineers.

This information is very essential, both in order that the investigation will give due weight to conditions prevalent in the community being surveyed, and in order that the future policy of the community may be made with proper consideration for the permanent as well as changing natural physical conditions.

C. POPULATION

The population of a community is to a very great extent dependent upon the geographical conditions in which it lives. The development of some of the natural resources, as coal, iron, oil or the improving of waste lands by drainage and irrigation, as well as advantageous commercial locations, and the development of transportation facilities, are all very important in determining the location of large groups of people. Newly arrived immigrants are often induced to settle in congested areas, because of the opportunities offered for gaining a livelihood—and conditions arise, which not only retard,—but often seem to check all efforts for social improvement. The social machinery becomes clogged by the increase in population, and before a readjustment can be made, new problems have arisen, which are peculiar to that locality and generation.

I. Distribution and Density of Population:

1. a.' What is the total population of the community?
   b.' Average number per acre?
   c.' Are there especially congested areas? Where located? What is the apparent reason for their existence and location? Average number per acre in each distinct area?

The density of each block may be obtained in connection with other data in making the house to house canvass, which will be necessary to obtain much of the desired data, regarding family life and sanitary conditions surrounding the homes. The school census, state and federal census and other official lists will be of much aid in checking the results for possible errors.

2. What per cent of the population of the community have come from other localities within less than five years?

3. Is population increasing, decreasing or stationary?
4. What causes tend to increase or decrease population? Immigration? Development of industries which attract people from neighboring communities? Ratio of births to deaths?
5. What number of families have moved to other communities in the past five years?
6. What has been the rate of growth of population for past five census periods?
7. Identify quarters of the city in which are assembled people of a distinct social character, (social,—industrial, religious, degenerate, commercialized vice, criminal).
8. a.' Do such quarters in any case correspond with political wards?
   b.' What are the causes of such localization?
9. How is the residential distribution of the people affected by street railroads, by steam railroads, by location of industrial plants,—topography, land values, and rents?
10. Make statistical summary of data obtained. When the data concerning the various phases of the above questions has been carefully summarized, charts and maps should be made graphically portraying the results obtained.

It is often advisable in making a survey of a large community to divide it according to special population groups, since at times there are specific problems peculiar to individual communities. The divisions may mark off distinct social groups, communities contingent to some church, a school, specific industrial groups, or communities where the economic status of the people is so decidedly different, that the social problems of the different communities require to be studied from separate viewpoints. This method was successfully followed in a survey made at Urbana, Illinois (the report of which is not published). A section of the city, which had approximately 1,000 inhabitants, was of distinctly different composition than the city proper, although with the exception of two or three families, this group was of American stock. While the city is a University town, and

the county seat of a very prosperious agricultural community, here was an isolated group which was almost entirely industrial, 240 out of a total of 285 adult males being employed in the "Big Four" car shops and in brick yards. Their interests and most of their social activities were largely localized, while there was a general feeling that the city proper neglected them, and if civic improvements may be considered an index, this feeling was not without foundation. Hence it was found that the best way to deal with this particular group was as a unit apart from the city as a whole.

A similar study was made in 1919 of Armourdale, a city within a city,—which is a population group of about 12,000 people within the confines of Kansas City and which on the one hand is a part of that great municipality,—on the other is a distinct social unit.

II. Nationality:

1. Number of entire population, by age, sex and nationality?
2. What nationalities are on the increase? Decrease? Is the cause local?
3. a.' Approximate number of immigrants by nationality, who arrived during the last two years?
   b.' Number unmarried, over 20 years, by age and sex?
   c.' Number of children under five years?
4. Average marriage age, by nationality?
5. What per cent of the population have both parents of the same racial stock?
6. a.' What organizations are there which help in the proper distribution of immigrants?
   b.' Are they organized for commercial purposes?

III. Domestic Life:

We are ever confronted by new problems which seem almost insurmountable, because their very solution will bring about an entirely new order of conditions. Modern economic conditions are developing new types of domestic problems. Labor, formerly done in the home, is now done

in great industrial establishments, making it necessary, where the husband cannot earn enough to support the family, for the wife and often the children to go abroad to seek work. It has also been found by the writer in many cases where the husband is receiving wages far above the average, the wife would be working at the same factory in which she worked before her marriage. This was done not from economic necessity, but because of her lack of training in household arts, she preferred to work away from home and make other provisions for the care of the household.

Where formerly each family lived in its own house, great numbers are now crowded into one building, which destroys, or at least weakens the "home spirit," and on the other hand because of a constant change of residence, prevents the growth of a community spirit, which formerly existed. Instead of spending the hours of recreation in the home, the young people are often from necessity compelled to go out upon the streets to spend their leisure time, and while the home used to be the great molder of character, since it provided for all the spare time of the child, it has become in many cases, merely the place where some of the meals are eaten and where the sleeping hours are spent. In short, the new conditions have raised the age of marriage; it has changed the industrial character of the home; weakened the home spirit; and lessened the influence of home life in the development of the child.

1. Has the commercial or industrial life of the community any observable effect upon domestic life?
2. Is anything done to develop interest in the improvement of home conditions of laboring people?
3. a.' What is the ratio of divorce to marriage in the community?
   b.' Among what race is divorce the most prevalent?
   c.' Most frequent grounds for divorce?
   d.' Has the church any influence on the question of

divorce in this community?

4. What are the state laws regarding non-support and desertion?
5. Are deserters ever brought back to this state by extradition?
6. Number of men paying for support of families by order of the court?
7. What do homes in the community offer for cultural improvement and enjoyment (see recreation)?
8. Lodging and rooming houses (see Housing)?
9. Labor of women and children (see Industry)?
10. School attendance and other cultural activities (see Education)?
11. Religious activities of home (see Religion)?

IV. Vital Statistics:

1. a.' What is the average marriage rate in community?
   b.' Average marriage age of unskilled laborers?
   c.' Average marriage age of skilled laborers?
   d.' Average marriage of salaried persons?
   e.' Average marriage of professional persons?
   f.' Number of childless families after three years of married life?—after five years?
2. Is there any local influence which tends to raise or lower the marriage age?
3. Annual birth-rate by nationality per thousand of population?
4. Annual death rate per thousand population, during the last five years?
5. Annual death rate per thousand children under one year? Under five years?
6. What is the annual death rate per thousand, by nationality, for the past five years?
7. Give annual death rate for each of the more prevalent, preventable and contagious diseases, as, occupational diseases, industrial accidents, tuberculosis, typhoid, measles, diphtheria ,scarlet fever, pneumonia, and intestinal diseases for each block, ward and for the city as a whole. Show distribution of deaths from different disease on map.
8. Make statistical summary of all data under "Population."

It is usually difficult to obtain accurate statistics concerning the population. The records of the board of health are often very incomplete, many births are not registered, deaths improperly

registered, and population figures between census years are often a general approximation which depends upon someone's point of view and may be exaggerated or diminished accordingly. However, a careful investigation will reveal many of these shortcomings and may lead to a more careful record of vital statistics, which in itself would be worth the effort.

Very much of the data required in following the above outline will necessitate the making of a house to house canvass. When making such a canvass, it is often well to get as much data as possible, without making the work cumbersome, in order to check up data secured from other sources. The information which can readily be secured in the canvass necessary to obtain the required data on housing, (See D. I. Housing) includes, the number of men; women; children under 16 years; occupation of head of family; length of residence; nationality; and the prevalence of any contagious or communicable diseases during the past two years. This last item may be very unreliable, but, it will often be of use in making comparisons with the official statistics on those topics. In the survey of Council Grove, Kansas, the data was gathered for each block. This data was totaled and put on a large outline map together with the data regarding sanitary and housing conditions of each block. Thus it was graphically shown how many people lived in each block, the vital statistics of each block, together with the sanitary conditions. The result was more striking and did more to create a desire to clean up than any other feature of the exhibit of the Survey. However, this map showing sanitary conditions and vital statistics does not preclude charts. Large charts should be made showing specific conditions and the prevalence of *commendable* as

well as *undesirable* population statistics.

Each Chart should contain the data concerning one item only. It should be very clearly stated and illustrated, and *where possible, comparisons made with other communities or with the percentage concerning any point for the state or nation as a whole.*

D. SOCIAL CONDITION AND ACTIVITIES RELATING TO THE HEALTH, CONVENIENCE AND COMFORT OF THE COMMUNITY

I. Housing:

The housing conditions of a community affect practically every aspect of its social well-being, and is one of the most important factors in determining the health and morals of the community. In order to make an effective study of housing conditions it is necessary first, to be thoroughly familiar with the existing laws and regulations affecting the conditions and methods of construction of houses and tenements, and the extent to which they are enforced. Likewise, there should be more or less familiarity with the housing conditions of other communities similarly located,—in order to make instructive comparisons. Most medium sized American cities have very meager housing laws, and hence it is often necessary to secure legislation of some sort before the simplest official action can be secured. There is a case in a medium sized city in Illinois, which illustrates the point. A case of typhoid was found in a family which came to the attention of the United Charities of that city. The attending physician traced its origin to the cellar, where there was a seepage through the brick wall, caused by a defective sewer pipe. The landlord paid no attention to complaints, and the city authorities did not feel they had power to act. It was not until the matter was about to be referred to the State Board of Health that any action by the landlord could be obtained. *Merely getting ordinances passed without sufficient machinery to see that they are enforced is almost worse than no laws whatever, hence if any legislative action is obtained, provision should likewise be made for effi-*

cient inspection and enforcement. (5).

1. a.' Do any industries furnish houses for their employes?
   b.' Are they individual cottages?
   c.' What is their character?
2. a.' Character and management and number of boarding houses?
   b.' Number and location of lodging houses?
   c.' Number lodgers in each?
   d.' Amount of bed-room space per lodger?
   e.' Are there night and day shifts in any?
3. Number of families having children, who take boarders? Number of boarders per family?
4. Number of families having children, who take roomers? Number of roomers per family?
5. Number and classification of hotels?
6. a.' What regulations are there concerning hotels and rooming houses?
   b.' Are the regulations enforced? By whom?
7. Are there any rooming houses provided by philanthropic agencies? Capacity? Condition?

Often industries furnish houses which have the outward appearance of being satisfactory, but on closer investigation are found to be very unsatisfactory and neglected. At times this may be due to the tenants, but more often it is through lack of interest and failure of owners to keep them in a proper state of repair.

The above items will concern large cities more definitely than smaller communities although the situation in small cities is often as much in need of an investigation as larger cities. The writer has known of rooming conditions even in student quarters of University towns which to the person

(4.) See Henderson, C. R. Social Elements—Appendix.

(5.) **Housing Reform** and **A Model Tenement House Law** by Lawrence Veiller, N. Y. Charities Publ. Comm., 105 E. 22 St. **What Social Workers Should Know**, Miss Byington. **Labor and Administration** by J. R. Commons contains a Score Card for dwelling houses, which has been found to be very efficient, since it serves to standardize reports made in house to house investigations.

unacquainted with facts would seem unbelievable. Likewise small cities often have situations which create peculiar problems. The City of Fargo, North Dakota, while having a population of 25,000 (1917) is the distribution point for thousands of laborers every harvest season and as a result the rooming situation at that period of the year is a very serious problem. Another example is a city of about 3,500 in Illinois. It was thought there was no industrial or housing problem, and consequently a local charity organization did relief work in a neighboring city. However, almost before it was realized, a colony of about 400 Slavs had grown up in the very center of the community. Most of them were men without families, who were attracted there by opportunity for labor in a factory located in the city. They crowded together in delapidated buildings, a deserted brewery, an old disused hotel and several unused store buildings, in a manner which could hardly have been duplicated in a large city; but the problem was so near home, and the local class prejudice was so high, that apparently no interest was taken toward improving their condition. Similar conditions a little farther from home, larger in the aggregate, but not in proportion to the population would have been given at least some of the attention merited.

b. *Regulation of Private Houses and Tenements*:

1. What are the requirements regarding:
   a.' Light and ventilation of halls and rooms?
   b.' Vacant spaces in yards and courts?
   c.' Surface water and drainage?
   d.' Sewer connections?
   e.' Shallow wells and other sources of water supply?
   f.' Indoor Closets? Outdoor Closets?
   g.' The use of cellars for living purposes?
   h.' Fire escapes.
2. Are there special provisions for new or remodeled

houses and tenements?

3. What is the number of inspectors? Specific duties of each? Is number sufficient to do work each is supposed to do? If not, how is situation met?
4. Do they inspect on their own initiative, at stated times or only on complaint?
5. a.' Have the inspectors the power to vacate unfit houses? What method of procedure is taken when an unfit house is found?
6. a.' What was the number of violations last year?
   b.' Nature of violations?
   c.' Action taken, and disposal made of them?

The information obtained under the above heading may be used very effectively in making the Exhibit, by comparing with other cities and with what may be done in the local community. In making the comparisons, consideration must be taken of the size of community, work accomplished, equipment and cost.

C. SPECIAL QUESTIONS FOR HOUSE TO HOUSE INVESTIGATION

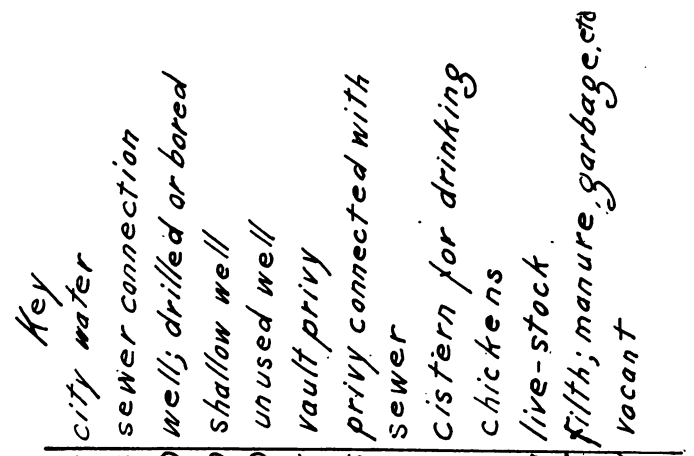
(Suggestions for items to be considered in making the detailed investigation in connection with the gathering of Population Statistics.)

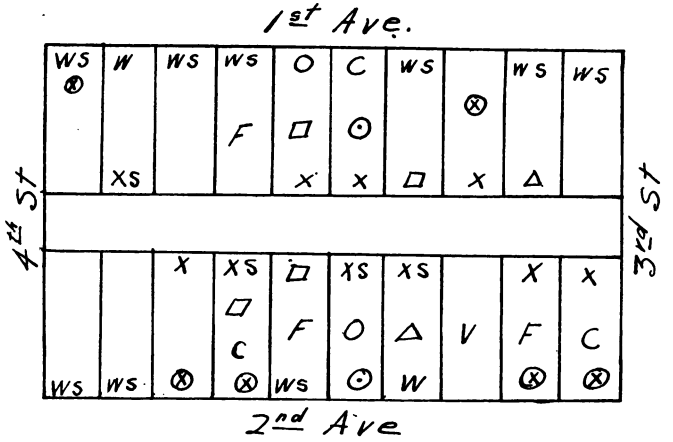
1. a.' What are the general surroundings of dwelling place, size of yard, or court?
   b.' Percentage of lot covered by buildings?
   c.' In what condition are premises kept?
2. a.' Is there surface drainage?
   b.' Is live stock kept on premises? Condition?
3. Do inhabitants show any degree of pride in appearance of dwelling place? Are they encouraged to do so?
4. Is air poisoned by fumes, gases, dust or smoke from factories, railroads or marshes?
5. a.' Number rooms per family?
   b.' Number in each family, Adults? Children?
   c.' Floor space per family? Boarders or roomers?
6. Give general type of buildings?
7. Has building sewer connections? If not, what disposition is made of sewage?
8. a.' What per cent of apartments have toilet facilities in common with others?
   b.' What is condition of plumbing? Type of toilet

ventilation?

9. Outdoor Closets? Condition kept? Number using? Connection with sewer?
10. What is source of water supply? By how many persons used?
11. a.' Is building well ventilated and lighted?
    b.' Number of dark or ill-ventilated rooms and halls?
12. Is cause of their being dark or ill-ventilated due to nearness to other buildings, air shafts, or interior rooms?
13. Are there cellar or basement dwellings? Number? Condition?
14. a.' What is general condition of cleanliness of building?
    b.' Is it due to carelessness of inhabitants, or delapidated condition and undesirable surroundings?
15. Are tenements and lodging houses properly provided with fire-escapes?

The above questions may be prepared in order on a sheet, in connection with several questions indicated under "Population." (1) After much experimenting with many different sets of investigators ranging from highly trained men to High School pupils, the writer has found the following way to be the most convenient. The questions to be asked at each house, and the other items to be observed by the investigators are numbered, and each number and a "key word" of the question it represents, is printed on a separate line, of ruled paper, down the left hand side of the sheet. The back side of the sheet is left blank, and upon this the investigator can sketch a map of the block being investigated when it is desired to make a city map indicating *sanitary conditions of every lot in each block.* Streets on sides of the block must be carefully indicated. In each city lot certain symbols may be placed, designating the sanitary conditions thereof. The data is likewise recorded on the printed side of the sheet, and thus each sheet will contain: 1st, complete data for block as a whole; 2nd, a map show-


Key
W city water
S sewer connection
O well; drilled or bored
⊗ shallow well
⊙ unused well
X vault privy
X-S privy connected with sewer
C cistern for drinking
Δ chickens
□ live-stock
F filth; manure, garbage, etc.
V vacant


1st Ave.
4th St
3rd St
2nd Ave
WS ⊗
W XS
WS
WS F
O □ X
C ⊙ X
WS □
⊗ X
WS Δ
WS
X ⊗
XS □ C ⊗
□ F WS
XS O ⊙
XS Δ W
V
X F ⊗
X C ⊗
WS
WS

ing sanitary condition. *See figure.*

The results of this house to house investigation should be summarized and the totals of each item represented on a large chart, with striking illustrations wherever possible, and with comparative data on those points from other similar communities.

Summary:

1. Number of houses examined which were seriously defective?
2. Average number of families in each?
3. Total number of persons affected?
4. Number of children?
5. Number of cellar or basement dwellings?
6. Number of buildings covering 50% of lot? 75%?
7. Number badly kept yards and surroundings?
8. Number of families having one room? Two rooms? Three rooms? Four rooms?
9. Number of houses without sewer connections?
10. Number of houses lacking proper toilet facilities?
    (1) See chapter on "Compiling Data."
11. Number lacking water supply? Light and ventilation? Fire escapes?
12. How do old and new tenements compare in the light of this investigation?
13. Is the erection of new buildings properly regulated by building laws? Compare local laws and the method of enforcing laws with other communities?
14. What special needs has this investigation disclosed?

The special needs along each line should be simplified as much as possible, so that the people of community will not become confused nor overwhelmed by the magnitude of the problem before them. But when it is reduced to its simplest form, and a *workable* plan has been devised for securing the remedy, every ounce of energy should be exerted to make it a paramount issue. A very thorough campaign of education along that line must take place in order that the community as a whole will see the need for action as clearly as the few individuals directly connected with the investigation.

STREET NO.

HOUSE { Stone ... Brick ... Wood ... Shack ... } Private ... Lodging ... Front ... Alley ...

Repair ...

Unsafe for Habitation ...

Fire Escape ... adequate. ...

ROOMS { Total No. ... / No. without outside window ... / No. without any window ... / No. dark ... / No. Dirty ... }

HALLS { Dirty ... / Repair ... / Light ... / Without window ... }

OCCUPANTS { No. families ... / Nationalities ... } No. persons over 12 ... / No. persons under 12 ...

No. Bedrooms † overcrowded ...

‡**CELLAR** Dirty ... Damp ... Wet ... Poorly ventilated ... Dark ... Dwelling ...

PLUMBING (NONE ___) { Sewer in street ... / Connected with sewer ... / Surface drainage over yard ... / Surface drainage over walk ... } No. Sinks ... / No. Tubs ... / Leakage ... / No. fixtures without traps ... / No. dirty ...

TOILETS { No. ... / No. Dirty ... / Water flush good ... / Discharge to sewer ... / Rooms ventilated ... }

YARD { Size of lot ... / Per cent covered ... }

OUTBUILDINGS { No. ... / Use of ... / Material ... / Offensive ... / Manure pile ... }

ANIMALS { Horse ... / Cow ... / Swine ... }

PRIVY { How full ... / Distance from nearest dwelling ... / Distance from well ... / Vault leaking ... / Vault for how many houses ... / Screened from flies ... / Connect with sewer ... }

{ City Water ... / Hydrant ... / Well ... }

Garbage ... Where kept ... How disposed of ... How often ...

Ashes ... Where kept ... How disposed of ... How often ...

REMARKS ...

†400 cubic feet required for persons over 12 years and 200 for those under 12.
‡A Cellar room is one whose ceiling is not 4 feet or more above the level of adjoining ground. Lawrence, Kan. Survey

II. *Public Utilities*:

The rapid development of public utilities and their proper development and control is becoming of ever increasing importance. Formerly keeping up the highways and bridges was the extent to which a town was compelled to go. To this was soon added sewage and garbage disposal, the water supply, fire protection, lighting of streets, the problem of local transportation and control of street traffic. In fact, municipal life has become so complicated and so dependent upon the services of the various utilities that the failure of any one to function properly will affect the life of the entire community, and may result in untold hardships.

Before taking up the study of the Public Utilities it is well to become thoroughly familiar with the different forms of control adopted in different states of the Union, notably, Massachusetts, New York and Wisconsin, and the methods used by the leading American cities as well as the methods followed in European countries. (6).

(6.) Control of Public Utilities, see:
Proceedings of Political Science Association, 1910.
Proceedings of Nat'l Mun. League, 1910.
Annals of the Am. Acad. of Political and Soc. Sci., May, 1910.
Meyers, B. H., Am. Pol. Sci. Review, 1911.
Baker, Municipal Engineering and Sanitation.
Fairlie, J. A., Mun. Administration, Cr. II.
Goodnow, Municipal Gov't.
Munro, Am. Mun. Gov't.

A. *Streets and Local Transportation*:

1. a.' Condition of Streets? b.' Types of Paving? c.' Mileage of each?
2. a.' Under what legal and municipal conditions are new streets laid out? b.' Is there a well organized plan for city development? c.' Are existing streets properly located? d.' Is their width adapted to their use? e.' Is there street parking?
3. Character of bridges; viaducts; grade-crossings?

Do any of above present a specific problem?

4. Method and frequency of street cleaning, sweeping or flushing?
5. Are the ordinances referring to streets applied to alleys as well? Are they enforced? If not, what is the reason?
6. Street railway and other local transportation facilities? Are they adequate? Satisfactory?
7. a.' Are street railways owned privately or by municipality? b.' If privately owned, what are the terms of the franchise contract?
8. What regulation is there of taxicab and other livery service?

B. *Sewage and Garbage Disposal*:

1. a.' Is there an adequate sewer system? b.' Does it cover all parts of the community? c.' Make map of community showing extent of system.
2. Is there any ordinance which deals with the connecting of all buildings with sewer? To what extent enforced? If not enforced, what seems to be the reason?

The exact number and location of every house not connected with sewer may be secured in making the house to house canvass. One of the most striking features of every complete survey is the large number of houses, often in the best residence section of a city which are not connected with sewer. Sometimes there is an old house, which was built before the sewer was extended to its present limits. The owners feel that the building is not worth improving and as a result, year after year will pass by with no change in the matter. In making a survey of a city having a population of about 20,000 the writer found two business blocks, almost in the center of town which had neither sewer nor water connections. In addition to the many small business houses, hotels and rooming houses; there were 360 permanent residents in one of those blocks. The owners, however, insisted that the buildings were not worth the extra expense of sewer and water connections. Not until the matter was brought to the attention

of the community by means of the survey was it possible to arouse more than a passing interest in the matter.

3. What disposition is made of the sewage?
4. a.' Is there a sewage disposal plant? Type and method of conducting it? b.' If there is no sewage disposal plant in what manner is sewage disposed of? c.' Does it endanger local water supply? d.' Does it endanger health of individuals or cities outside of local community?
5. Does City collect garbage? Method; equipment; frequency; cost?
6. If City does not collect garbage, method of disposal? What effect has method of disposal on sanitation of City?
7. Are alleys and back yards kept free from refuse?

Much of this material will be obtained in the house to house visitation and the investigators should be very careful to note all conditions as they proceed and record location and extent thereof carefully.

C. *Water, Fire Protection, Light and Heat:*

1. a.' Source of public water supply? b.' Municipal or private plant. c.' What are the rates? How do these compare with rates in other towns of similar size and location? d.' If rates differ from those compared, what is the reason? e.' Sanitary condition of water? (B. 1. c.')
2. Is there adequate fire protection? Compare with other cities regarding equipment and units.
3. a.' Do water mains extend to all parts of the community? b.' Number of houses not connected with water. See (D. I. Summary).
4. a.' What is number of open or shallow wells?
   b.' Number unprotected from surface drainage?
   c.' Other wells?
5. Make map showing location of all objectional wells and outdoor closets in the city.
   (See House to House Investigation D. I.)

In the survey of Urbana, Illinois, mentioned above, it was found that while the city had an excellent water system, a portion of the city received little of its benefits, and that it had prac-

tically no fire protection. An investigation of the water supply revealed the following for that section: Shallow open wells, 124; bored wells, 8; city water, 13. Of the 124 shallow wells 17 were considered unfit for use at the time of the investigation, but, as it was the spring of the year, nothing was thought of it, as many of them, being from 8 to 18 feet deep, "went bad" in the springtime. This same investigation revealed 142 privies and water closets unconnected with the sewer, and only 5 houses had modern plumbing. In spite of these conditions, people were surprised at the annual death rate. Likewise in Lawrence, Kansas, there were scattered throughout the city 1,500 wells and over 1,500 outdoor toilets. An analysis was made of 874 wells in 1915. Of these 765 were south of Kaw River, and 599 were bad or suspicious, while only 166 or 21 per cent were good. This includes the University section of the city, where in 1916, there were 22 cases of typhoid among students, resulting in four deaths. Of the 1,500 outdoor toilets, over 700 were not connected with the sewer. These were not limited to the poorer sections of the city, but were found even in the University section. Now these examples are not outstanding in any way except that they are typical and show how it is often the case, that we live for years in surroundings which we hardly notice because of their familiarity. When an epidemic of typhoid breaks out, as was the case among the University students at Lawrence, Kansas, in 1916, we blindly ask "Where did they get it?" and let the matter rest at that.

7. a.' What means of public lighting in community? b.' Are plants owned by city or private companies?
8. How does cost of light compare with other cities?
9. Are there municipal or privately owned public heating and power plants? Extent used?

D. *Other Utilities and Improvements*:

1. a.' What are the facilities for handling and distributing mail? b.' Are needs of city adequately supplied?
2. Is telegraph service good?
3. What per cent of families use the telephone? Is there more than one system?
4. a. What public buildings, markets, public baths, comfort stations, rest rooms, hospitals in the community? b.' How adapted to use? c.' In what condition kept? d.' Are any in process of construction? e.' What are the most pressing needs of city along above line?
5. What centers in community whose purpose is to add convenience, comfort and beauty?
6. What efforts are being made to improve the general appearance of the city?
7. Are telephone poles, unsightly lamp posts, etc., tolerated? Any effort to regulate Bill Boards?
8. What provisions are made for tree planting, parking and beautifying in general?

There are various kinds of public utilities which have not been mentioned here, since they are not as generally found as those noted; but the investigation of which should be based upon the general considerations which were suggested in some detail above. The general course to be followed in making these investigations consist in:

1. Conference with officials and employees of the particular utility being investigated.
2. Survey of its activities, transactions and records.
3. Detailed study of:
   a.' Operating processes.
   b.' Business transactions.
   c.' Accounting.
   d.' Administration.
   e.' Organization.
4. Study of mechanical and technical work performed.
5. Operating performance and efficiency.
6. Making of report, with suggestions for reorganization, improvement of plant, as well as noting any failure to meet the needs of the community.

III. *Disease and Health Measures*:

It is a well known fact that statistics concerning the health conditions of most communities cannot be relied upon. The American people, as a whole, do not seem to realize the value of accurate health reports, and as a result those we have cannot be relied upon except to indicate the general situation. Even though a rather heavy fine is placed upon the neglect to properly record births and deaths, great laxity is often found. In one city where there was a penalty of twenty-five dollars attached to the failure to record births,—a very brief investigation disclosed the fact that during a period of six months eleven births had not been recorded, and several deaths had been improperly recorded. In one Kansas city, the local health officer admitted that he sometimes neglected to record births, while in almost every community we find laxity in the reporting of contagious and communicable diseases. When such conditions prevail, and examples may be found in nearly every community, the value of the records is very materially lessened. Therefore, while it may be found in making this study that many of the statistics have little value, if the lack of care in recording them can be shown and their value impressed upon the community, the effort will be well repaid.

Some of the data required may be obtained from the State Health Department, from the local Health Officers, Physicians, Nurses, Midwives, School officials and Teachers, and also certain aspects of the situation will be obtained in the house to house canvass.

1. a.' What is death rate by wards for past five years?
   b.' Apparent cause of excess in any ward?
2. a.' Is it more prevalent among certain racial groups?
   b.' Any apparent reason?

3. Number of cases of each contagious disease reported or known within past two years? Make chart of principal diseases on basis found among different nationalities.
4. a.' What quarantine measures are used?
   b.' Attitude of public and of physicians toward quarantine measures?
   c.' What communicable or contagious diseases are not quarantined, or only in part?
5. Do physicians and midwives report all births? Are midwives licensed? What precautions are taken against Opthalmia Neonatorum? (7)
6. a.' What epidemics have there been in the last five years? b.' Number affected? c.' Number who received free treatment in hospitals or dispensaries? d.' For what disease?

(7.) For information write to "The Committee on the Prevention of Blindness," 105 E. Twenty-Second Street, N. Y. City.

7. Has recurrence of epidemic from same cause been prevented? If any disease has been especially prevalent, what seems to be the cause?
8. a.' Medical inspection of schools? How adequate?
   b.' Number of children absenting themselves from school during the past year because of illness? Number of days lost?
9. Has school been closed on account of epidemics?
10. a.' Number of cases of illness discovered among school children by medical examiner? b.' Nature of illness? c.' Number of cases of tuberculosis found among children?
11. a.' What other measures are taken regarding health inspection in the community? (See Sewage and Garbage.) b.' What are the state regulations regarding sanitation in industrial establishments? (8)
12. Is there special need of health education among the people at large in regard to care of homes? What is being done? (9)

(8.) Note especially the laws of New York, Massachusetts and Illinois on Factory Sanitation. They are among the best in the United States.

(9.) Much may be done toward improving health conditions in a city by campaigns for health. Possibly as much has been done in this line in Chicago (see Health Bulletin) as in any city in the country. Co-operation of all the different organizations possible working hand in

hand with the Health Department is sure to decrease any prevailing evil.

13. a.' What regulations are there concerning food inspection? What is the local condition of places having food for sale?
14. What milk regulations? How enforced? Make bacteriological tests of milk sold in community, and investigate all dairies which furnish milk to city, as well as local milk depots.
15. What has been done to increase knowledge of the care of health? (See Chicago Health Bulletins.)
16. Is there need of a more rigid enforcement of laws regarding the reporting of all forms of contagious and communicable diseases? (See California and New York Regulations.)
17. What work has been done by the various societies for the prevention of diseases?
18. Is fumigation required after tuberculosis cases? If not—why not?
19. a.' Are death reports and causes discussed in daily press?
20. Summarized and Make Charts of Data Obtained Above with Suggestions.

E. WEALTH AND INDUSTRY

I. *Distribution of Wealth*:

A knowledge of the distribution of wealth in a community is one of the most valuable assets of a social worker, since much of the community and individual welfare is based upon the matter of income. The social status of a community is so dependent upon the economic status, that in an industrial community where income resolves itself into wages and steadiness of employment, a study of those items will give one more insight into social conditions than any other single study could reveal. In one community where the following outline was used it was found that 50 per cent of the heads of families had a weekly income of fifteen dollars a week or less. However, the average yearly income of working men was higher than in another community studied where the weekly wage of laborers varied from fifteen to twenty dollars a week. The reason was that much time was lost because of severe winters and other factors which cut the yearly average of laborers in that community to $420 notwithstanding their high weekly wage. Hence, great care must be exerted in making a study of economic and industrial conditions, to get all the factors which have any bearing upon the income of workmen in community. Seasonal labor, cost of fuel and water; rental and food prices must be carefully considered in making a comparative study of the income of workers in different communities.

The data required may be obtained from the reports and records and philanthropic agencies, labor organizations, payrolls and reports of vari-

ous industrial establishments, banks, insurance companies, and other sources mentioned in connection with the different studies already suggested.

In addition to data from these sources, the house to house canvass will give the occupation of all members of community. With a knowledge of the prevailing wages and salaries paid, and information concerning extent of unemployment, the data from above named sources will be supplemented.

1. a.' Is there much poverty in the community?
   b.' What is the total number of persons aided by charitable and philanthropic agencies, municipal and private, during the past year?
   c.' How does percentage of persons helped compare with other communities?
   d.' What was chief cause for the need of such aid?
   e.' What has been done to prevent repetition of the same situation?

The writer once made a study of a community which had a flood practically every year. Each time there was a flood, scores of families were driven from their homes and were cared for by the city, and by the local organizations of various kinds. Each time there was a flood, more damage was done to property, not to speak of the cost of caring for the needy families, than it would have cost to construct a levee for a distance of about 300 feet although that was all that was necessary to keep the river from flooding the town.

2. Is the proportion of persons without any property increasing or decreasing?
3. a.' What is the per capita wealth of the community according to estimate? How great are the extremes of wealth?
4. a.' What percent in gainful occupations or heads of families have an income of $5,000 or over per year? Of $2,500 or over? Of $1,000 and under $2,500? Of less than $1,000 and over $700? Of $15 per week

or less?

5. Classes of common labor most numerously represented, and wages of each? Proportion of each?
6. Per cent of families who are aided by charity and who are habitual debtors? a.' How many families own their homes? b.' Number who rent? c.' Per cent of each?
7. Is the tendency to own homes on the increase or decrease?
8. a.' What is the average value of individually owned homes?
   b.' Per cent free from mortgages?
9. a.' Are there building loan associations? b.' Conditions?
10. a.' Per cent of people earning salaries who own homes?
    b.' Per cent earning wages?
11. a.' What are the chief causes of poverty? b.' Is there any effort being made to rectify them? (11)
12. a.' How does the cost of living (fuel, rent, light, water, and food) compare with the rate of wages? b.' Has anything been done by employers to increase wages to meet increased cost of living? (12)
13. a.' How do these conditions compare with similar communities in other parts of the state? b.' With similar communities in other states? (13)
14. a.' Per cent of laboring people who have deposits in bank? Total deposits in savings banks, average amount per depositor? b.' Is there a Postal Savings Bank? c.' Extent patronized?
15. Are there any organizations which loan money to workers on their notes at reasonable rate of interest? Tell what they are, and their methods?
16. Total amount of money transmitted to foreign countries last year?

(11). See Poverty by Robert Hunter.

(12). For study of Family Budgets see Study of Chicago Stockyards Community by J. C. Kennedy and others. Standard of Living Among Workingmen's Families by R. C. Chapin, Charities Publishing Company, New York and Chicago. Cost of Living by Ellen Richards. A Living Wage by Samuel Gompers, The American Federationalist, April, 1898.

(13). Wages in the United States, Scott Nearing, "Legal Minimum Wage in the U. S." by A. M. Holcombe, Am. Econ. Rev. Vol. 2, Fabian Socialist Tract, No. 128.

II. *Industrial Activities*:

Facts concerning the industrial activities of the community may be secured to some extent from employers of labor, labor leaders, and from the board of trade, or chamber of commerce as well as from magazines and newspapers. Likewise some states have departments of labor from which a certain amount of data may be obtained. *However, the investigator must carefully check up all data received from these various sources and bureaus, and supplement it by data obtained by individual investigation.*

A. *Control of Industries*:

1. What are state laws governing age limits, hours, conditions and kind of industries in which women and children may be employed? Compare with laws of leading states. How enforced in this community?
2. What legal restrictions are placed on tenement industries? (See Holden v. Hardy 169, U. S. 366; Otis v. Parker, 187, U. S. 606; re Jacobs 98 N. Y. 98, 103, 112-114. Cases seem to show that legislature cannot get away from prevailing economic status.)
3. a.' Are age certificates required in this state? b.' Number issued in community last year? c.' Number exceptions to the law allowed? Reasons?
4. a.' Number of prosecutions for violation? b.' Number of convictions?
5. Are records kept and reports made to a state department?
6. Compare industrial laws of your state and community with those of others?
7. How do the general labor conditions compare with those of other communities?
8. a.' Has work been suspended during recent years because of strikes and lockouts? b.' Number of industries and workers affected?
9. What have been the results of the more important strikes in last few years?
10. Give number and type of trade unions, employers unions, protective agencies, etc.?

Concerning each of the above: a'. Dues, amounts, and methods of grading collection? b'. Accounts properly kept? Reports published? c'.

Affiliated with any other organization? Is work duplicated by any? d'. What insurance features? Educational? e'. Method used by each to improve conditions? f.' Do unions seems to increase or to diminish efficiency of laborers? g'. What has been the effect of local labor union on wages, Sunday labor, and sanitary condition of laborers? h'. How are unions in general regarded by community? Is label demanded on goods?

B. *Specific Questions for Individual Industries*:

1. a.' Value of plant? b.' Value of output? c.' Could the capital for supplying the required machinery be supplied by workers themselves?
2. a.' Total number of employees? b.' Number of nationalities? c.' Number of men, women, children? d.' Number married (men, women)? e.' Per cent skilled? Unskilled?
3. Average wages of each class?
4. Extent that labor in this industry is seasonal, casual, or permanent? (14)
5. What is the average number of days worked by skilled? Unskilled?
6. a.' What opportunity does it give for training or advancement? b.' Is apprentice system in vogue?
7. a.' Is there a pension fund? b.' Accident insurance? c.' Profit sharing? Type of each (compare with German and English systems.)
8. What are the methods of obtaining work?
9. What are the hours of work? b.' Number days per week? c.' Overtime, if paid?
10. What is the maximum and minimum amount of em-

(14). Of even greater importance than the rate of wages paid, is fluctuation in the demand for labor by industrial establishments. Not only does seasonal labor materially affect the income, but the community life becomes unstable, thriftless, and changing.

Unemployment in the U. S. Final Rep. of Industrial Com.

Problem of the Unemployed, Hobson.

Encyclopedia of Social Reform.

Reports of U. S. Bureau of Labor.

Report of Mayor's Commission on Unemployment, Chicago, 1914.

ployment offered in this industry?

11. What are the general conditions under which labor is carried on? a.' Is fire protection adequate? b.' Machinery safeguards? c.' What is the condition of lighting in the place of work? d.' Is there proper ventilation? e.' Are women and children segregated from men? f.' Are there proper toilet facilities?
12. What is the existing attitude between laborers and employers? Is there any arrangement for deciding disputes?

C. *General Summary*:

1. a.' What are the manufacturing industries in this community? b.' Number of operating establishments in each industry? Total employed?
2. Number of other businesses such as banks, stores, restaurants, livery barns, hotels, post office, telegraph and telephone, and express companies, railroads, offices of professional men, etc.? Total employed?
3. a.' Total output and total capital employed in all manufacturing industries? b.' In other industries?
4. Give, if possible, the total number, and average wages of each of the following classes: a.' Men, skilled, unskilled. b.' Women, skilled, unskilled. c.' Children. d.' What is average number of days per year, each class is employed?
5. What lines of work are carried on by laborers aside from regular employment?
6. What is the maximum and minimum amount of employment offered by all employment giving agencies in the city?
7. What is the total number of persons in the city dependent upon employment? How do these two items compare?
8. a.' What per cent of people seek employment elsewhere? b.' Are they forced to do so? Is there a free employment agency in the city?
9. What effect has scarcity or over supply of labor on community?
10. Extent of growth of various industries in the last ten years?
11. a.' Have any new industries been developed or old ones bought out, suspended or absorbed by larger concerns in the last ten years? b.' Have industries absorbed been bought out by local competitors or outside interests?
12. What is the legal or financial connection between

any of the industries?
13. To what extent are industries owned by outsiders?
14. Does method of taxation have an effect on establishment of new industries?
15. Are industries dependent on each other's products?
16. Extent to which manufacturies are carried on in tenements or other buildings not adapted for industrial purposes?
17. a.' What products are manufactured in "sweat shops?" b.' Under what conditions? c.' Wages? d.' To what extent are children employed in them?

The statistics derived under the general summary of the industrial survey are especially valuable for charts and maps to be used at the community exhibit, altho in larger communities the other material may be used for the same purpose. Much tact will be necessary in securing the above material, and often it will be necessary to give assurance that the data concerning the status of individual industries will not be used for any other purpose than to secure the *total results* of similar lines of industry in the community. Great care must likewise be exercised by the investigators to keep their own mind unbiased. The situation which often arises may be illustrated by two men who made investigations in a certain coal mining region, at approximately the same time. One favored the miners, and consequently reported a situation in which the mine workers were represented as models of goodness, sobriety, industry and efficiency, while the mine owners were represented as being everything undesirable. The second investigator who favored the mine owners, saw nothing but what was most desirable in the activities of the employers and reported a most exaggerated situation regarding the mine workers. The fact of the matter was, that neither report had any real value. Both investigators were prejudiced and hence neither saw things as they actually were. The fact can never be emphasized

too much, that *an investigation in order to have any scientific value must be made by persons whose minds are free from bias on the subject, and who are capable of seeing both sides of any situation pertaining thereto.*

III. *Transportation and Storage*:

1. What railroad lines pass through the city?
2. a.' Give number, capacity, etc. of warehouses, elevators, and cold storage plants. Are they adequate and convenient? b.' Include map of the chief lines of transportation and communication.
3. a.' To what extent is this a distributing center?
   b.' Commodities chiefly shipped?
4. a.' What places of importance are within easy distance? Does this enable men to pass to or from adjacent cities for daily work?
5. What water connections has city? a.' Are there any regular steamship routes? b.' Number of lines and routes? Number and size of vessels? c.' Size and number of docks? Dock equipment?
6. How does the freight and passenger service compare in cost, convenience and speed with that of the railroad?
7. a.' How do the rates of steamship and railroads on fuel, lumber and food supply affect the local prices of these necessities? b.' Compare prices of staple articles with prices in other communities which do not have the same transportation facilities.

F. GROUP RELATIONSHIP.

In making a survey of a community one of the most important things to be done, as was said in discussing the Survey Machinery is to come into close contact with the different groups already organized in the community. The interest of every group should be enlisted in the work where possible, in order that the ground which has already been covered by these organizations need not be gone over again; that greater co-operation may be secured and over-lapping of activities eliminated, and that the individual groups may be made more efficient within their respective fields.

I. *Political*:

In many cities there is already established a Bureau of Public Efficiency, a Civic League, or similar organization whose purpose it is to keep in touch with the local political situation. Where this is the case many phases of the problem have been thoroughly studied and the co-operation of such organizations is essential in obtaining the best results. It is likewise essential that the support of the Administration of the city and county be secured. In fact, if the preliminary work of the survey has been properly handled, there will be enough public sentiment and influential organizations back of the movement, that City and County officials will feel it their duty to do all they can to help the work along. If the preliminary work has not been carefully done, and the "machinery" has not been well organized the Survey may give the appearance of a semi-private enterprise peering into the private and public activities of the city, and hence will be frowned upon. Frequently, a group of people, a civic club, or other organiza-

tion will take it upon itself to make a survey, fearful of losing some of the glory, which may be connected with the successful achievement of the Survey, they attempt to carry on the work alone. The statistics gathered and facts obtained may be more accurate in many cases, than if a larger group had been actively engaged in the work; but, the results of the Survey, as expressed in an awakened Social Consciousness of the entire community will be much less than if more were actively interested, and consequently, the action, resulting from a knowledge of facts will be less. (15)

A. *General Situation*:

1. a.' Is Community to be surveyed a political unit or section thereof? b.' Has it a special or general charter? c.' What changes in the charters in the last twenty-five years? (See A. 1. a.'—d.')
2. What are the requirements for voting?
3. What race or nationality has the largest number of voters? Do they usually vote as a practical unit?
4. Has there been any change in the last twenty-five years, in nationality having the largest vote?
5. a.' What was the number, by nationality, of applicants for their first naturalization papers in the last five years? Number refused? b.' Number who applied for their second papers in last five years? c.' Number naturalized citizens who voted at the last National election?
6. What appears to be the party choice by Nationality? Is there any special reason for this?
7. What are the chief political Parties? What local

(15). See:—**Reports of the Chicago Bureau of Public Efficiency.**

How to start a Survey of your Cities Business Methods, by W. H. Allen, (Director of N. Y. Bureau of Mun. Research). The Am. City, Vol. 8, P. 253.

Plans and Methods in Municipal Efficiency, by B. M. Bastall, Bulletin No. 1 to 19 of the Milwaukee Bureau of Economy and Efficiency.

Knowing One's Own Community, by Carol Aronivici. P. 12-13.

American Civic Association, 913-14 Union Trust Bldg., Washington, D. C. The Newburgh Survey. P. 89.

factions within political parties? Relative strength of each party.

8. What businesses, social classes, moral or patriotic, motives, or specific interests are influential in each party?
9. What other political organizations? Character, methods, and influence?

B. *Local Political Organization*:

1. a.' Frequency of local elections? b.' Methods of nominating and voting? c.' Form of ballot?
2. a.' What is the type of local municipal government? b.' Number of elective officers? c.' Are they elected by wards or at large?
3. a.' Are there ward leaders? b.' What is their character, business, connection with public works, public offices, business connection with public works, public offices, political affiliations? c.' What is the result of their efforts?
4. a.' What is the power of the mayor? b.' What are the departments in local government? Make chart showing lines of authorities in local government.
5. Number of workingmen or council? a.' Lawyers? b.' Number of officials representing special interests?
6. How do the commissioners receive their appointment?
7. a.' Do the departments publish separate reports? b.' Form of publicity used by departments? c.' Who determines form?

C. *Taxes*:

1. a.' What is the tax rate? b.' How is it determined? Legal Limit?
2. a.' What is the number of tax payers on real estate? b.' Personal property? c.' Laws governing assessments? d.' How does assessed valuation compare with census valuation?
3. a.' Total amount of all revenue for the last fiscal year? b.' Total expenditures?
4. a.' Must city borrow money to pay current expenses? Has it reached borrowing limit?
5. a.' What is the total indebtedness of the community? b.' What large improvements have been made in last five years on borrowed capital?
6. a.' How is city budget made up? b.' Is there public discussion of its items?
7. a.' What is the method of accounting in use?

8. Is there a special school tax? What is it? Has it been increased in the past ten years? Result?
9. What is the total amount appropriated for the following: Schools, sanitation, health, streets, and civic improvements during the past year?
10. **Make chart or diagram showing the proportional amount used for each of the various public activities,** during past year, and for a period of years.
11. What taxes are paid by the six highest taxpayers? Which of these are corporations?
12. a.' What municipal body has power of appropriating and distributing funds? b.' Are requests upon the budget made openly and published, or privately to the appropriating body?

D. *Legislative Restrictions and Regulations*:

1. What is the State law governing the sale of liquor? How well informed?
2. What is the general public attitude toward enforcement of liquor law? Toward violators?
3. a.' Is there local license or no license? b.' Number of Saloons? Any other places where liquor is sold?
4. Terms of granting and revoking licenses?
5. a.' Is there a "saloon limit" for schools and churches? What are the local regulations? Are they enforced? If not, why not?
6. Are baudy houses permitted or tolerated? (See F. III. F. 7. a.', b.', c.')
7. a.' What legislation affecting the morals and health of the community at large was passed by the council in recent years? b.' What provisions were made for enforcement? Are laws effective? If not, wherein is there weakness?
8. a.' What are the state and the city regulations of labor, housing and industries? b.' What is responsible for their enforcement? Are they properly enforced?
9. What voluntary activities in the interest of community betterment are there?
10. **If results are still unsatisfactory, what suggestions have you for improving conditions in general?**

E. *Courts*:

1. a.' What are the different courts in your city? b.' Jurisdiction of each?
2. a.' Are judges and magistrates appointed or elected? b.' Time? c.' Qualifications?
3. What court controls drunkenness, vagrancy, disor-

derly conduct, non-support?

4. What powers and what options has a judge in cases arraigned on such charges?
5. a.' Number of convictions in court last year for drunkenness, vagrancy, disorderly conduct, non-support, crimes against property, against persons? b.' Disposition made of them?
6. Number first offenders?
7. a.' Is there adult probation? b.' Indeterminate sentence?
8. How long is prisoner detained before brought to court?
9. Is there proper separation of sexes and of first and minor offenders at the place of detention?
10. What was the number of arrests and convictions, by nationalities, in the last year?

A chart or diagram which graphically portrays the data under questions 5 and 6 is a very effective way of impressing certain weaknesses of the community. If there is an unusually large number of any particular type, one may look for one of two things, either the officials are becoming more alert along that particular line, or there is some local cause, which is back of the increase, and which should be remedied in order to eradicate the evil at its source.

F. *Juvenile Courts*:

1. Are all cases under sixteen brought here? What is the maximum age limit?
2. Does it deal with dependants, truants, and child labor offenders? Has juvenile court jurisdiction over adults connected with juvenile offenders?
3. a.' Are any cases of juvenile delinquents transferred to the regular court records? If they are, for what reason?
4. Is there separate detention home for juveniles?
5. Is the child's condition of life investigated and made a basis for judicial decisions? Are full records kept?
6. Is the juvenile court separate, or is it connected with some other court?
7. a.' Where and how are cases heard? b.' What difference is made from the ordinary method of procedure?

8. a.' Are there probation officers? Number? b.' Are they paid or volunteers? Method of work? c.' Are any connected with some private institution?
9. a.' Number of delinquents handled last year? b.' Age, sex, parentage?
10. Number fined? Number put on probation? In institutions? Dismissed?
11. Is there any child welfare society?
12. Relation of any such societies to the court?
13. What constitutes cruelty to children? Neglect?
14. For what reason does a court sanction the removal of children from their parents?

A study of the Court system has been included under the political activities since the administration of Municipal affairs is so closely related to the judicial system. It will be found that much better and more accurate data may usually be obtained in this department of local government than in any other. In fact, it may not be possible in all cases to secure accurate information on the various questions suggested, and it will probably be found, especially in smaller cities that the records are so loosely kept and such unbusiness-like methods are followed by the City officials, that very little more can be done than to reveal the absolute lack of efficiency and method.

II. *Ameliorative Reformative and Punitive*:

In every community, there are numerous organizations which have for their purpose the amelioration of the social ills of the group in which they are located. While the benefits of these various bodies cannot be overestimated, there is often a woeful lack of efficiency in carrying on their activities. One of the reasons most frequently met which is a very important factor in causing this inefficient work, is in their lack of co-operation. Likewise, there are many poorly organized societies which have for their aim the elimination of some specific social ill, but no consideration is taken of the relationship to other evils or to the general life of the community. As a result of this the remedies advocated are frequently nothing better than makeshifts, and are applied to the effects, rather than to the causes of the evil.

A. *Child Care*:

1. Number of children from this locality cared for last year by institutional agencies? By placing out agencies? Other agencies?
2. What was the cost to public funds? To private funds?
3. Total number of children from this and other communities cared for in local institutions or by local agencies during past year?
4. a.' Number of children from this locality admitted by institutions, public or private, for feeble minded, crippled, abandoned, or orphaned children? b.' Are institutions adequate for needs? If not, wherein do they fail? c.' Conditions for admission to each institution?
5. a.' What is the cost of maintenance of each institution? b.' Under what auspices is it carried on? c.' Number of inmates in each? d.' Type of care given?
6. a.' Number discharged from each institution in the last five years, who have become selfsupporting? b.' Number who were followed up after discharge?
7. a.' Are children placed out in families? b.' Where children are placed out, how is the family chosen and

what control is had over family afterwards?
8. What control does the state have over each institution? How effectively carried out?
9. What methods of inspection and control are carried on? See also questions under Juvenile Courts; Education; Recreation; Domestic Life.

The above mentioned field of investigation will require great care and endless tact, since some of the most flagrant cases are deliberately violating the law and hence are using infinite care in keeping their activities covered. The writer once began an investigation of certain Baby Boarding Homes. In them were found children from cities two and three hundred miles distant. Positively no records of any kind were kept as to from whom the child was received or where it was placed. One manager thought that she might be able to tell the number of children she received in a year by consulting her bank book. One maternity home received patients, and placed their children for them. Before the child was twenty-four hours old it was passed on the first baby boarding home; from there to a second; and on in some cases to a third, when the first or second had all the children that could be handled. There were from five to six places which received babies from this one maternity home (where practically all cases were illegitimate) and placed them out, wherever and whenever they could. Not only was the fact that this indescriminate and illegal method of placing babies of importance, but many of these children died from lack of care before they were placed out. One woman cared for 17 babies under two years of age, and another had 21 children, with only a fourteen year old girl to help her.

Not only are conditions like those mentioned found, but, very frequently institutions maintained by well-meaning people and supported by private subscription or religious bodies, as well as

public institutions are frequently so over-crowded and poorly equipped that they become a positive menace. One private institution visited had beds for 35 children, but 58 were in the institution, and at the time the visit was made, 30 of them had chicken-pox, and were crowded into inadequate dormitories, often two children in a single cot.

B. *Charities*:

1. a.' Is there an organized charity association? Number of paid workers? Have they received special training? b.' Is aid given from society's funds, or is outside help interested in each case? To what extent is aid received from outside sources?
2. Is the organization in reality an associated charity organization, or is it just one of several?

In one town there was an organization called "Associated Charities," while almost every church and four other organizations did charity work independently. One family was aided by four separate groups, and in another case the "Associated Charity" and a church Charity Organization became bitter enemies because each claimed a family. The facts in the case were, that one organization was giving aid to the parents, and the other was especially interested in the children.

3. a.' Are records fully kept? Methods? b.' Is there a confidential exchange with other agencies? Number consulted?
4. Number of persons and kind of assistance given in addition to that of paid workers?
5. a.'What is the number of independent benevolent organizations? Under what auspices? Sources of income?
6. a.' Do any of them receive state aid? If so, amount received? Under what conditions? b.' Does the state have full control in compelling them to live up to state regulations for such institutions? Is authority enforced?
7. a.' Is relief given to certain classes only? b.' On what principles is it given or withheld?
8. a.' Amount of money used last year? Number relieved? Records kept? b.' Is there any formal or informal exchange of information between these pri-

vate agencies?

9. a.' Number of inmates in Almshouse, last year? Cost of maintenance? b.' Are there any restriction concerning admission or release? Is record kept of repeaters? c.' Are there any feeble-minded or insane inmates? d.' Are children admitted? Under what conditions kept there? e.' Is there a hospital ward for chronic cases?
10. Is there a home for the aged, outside of almshouse?
11. Number of inmates? Terms of admission?
12. a.' Are efforts made to determine fundamental causes of poverty and prevent them? b.' What seem to be the chief causes of poverty?

C. *Outdoor Relief*:

1. Is there public outdoor relief? By municipality, county or both?
2. How is the overseer appointed in each? Duties, salary, etc.
3. a.' What is the annual appropriation? b.' By whom made? Basis?
4. a.' Is home of each applicant visited? b.' Are references outside of family regularly consulted? What is the standard of need and relief? Is there a diet standard; a housing standard for families aided?
5. a.' What is the number of families and of individuals receiving aid last year? b.' Age, Sex, Nativity? c.' Occupation of the head of each family affected?

D. *Homeless Men.*

In some communities the problem of homeless men is very large in proportion to the community. The old method of passing them on to the next community is still followed in some parts of the country; while in other parts, they are confined to the town lockup, which neither helps the situation nor the men. In some cities the problem of handling men going from house to house begging, had been met by the associated charities which gives out meal tickets redeemable at the charities office. When a person is approached for food or money for lodging, the man is given a ticket, which he can take to the office. Careful records are kept there, and it has usually proven to be a

very satisfactory method.

1. a.' Is there adequate provision for care of homeless men? b.' Are homeless men generally referred to an organized charity society? If so, what method is followed? c.' Is there a municipal home with proper work test, or is the police station used as a lodging house?
2. a.' Is there any real attempt made to get work for the men? b.' Is there any regular work for vagrants or homeless men? Is there a farm colony? Condition prevailing there? c.' Does method used tend to reform or re-establish those dealt with? Does it lessen vagrancy?

E. *Defectives*:

1. a.' Is admission to proper and separate institutions secured for deaf; blind; epileptic; feeble-minded; and insane individuals? b.' Are there institutions for the care of these classes in community? c.' Is there adequate provision for all those needing care?
2. Is there separate treatment for inebriates?
3. a.' Do individuals in the incipient stages of mental or nervous diseases receive expert clinical treatment? b.' Is there any agency which takes over the after care of patients discharged from insane hospitals? c.' What effort is made to make defectives partly self-supporting?
4. a.' Number and kinds of hospitals in community? b.' Number of free beds? Classes of cases admitted? Sources of support? c.' Amount of state, county or city subsidy of subscription?
5. a.' Is there a convalescent home? b.' Are patients of public institutions "followed up" after discharge by welfare agent?
6. Diseases treated in dispensaries? Number of each kind?
7. Does any organization provide visiting nurses?
8. What provisions are made for the care and prevention of tuberculosis? For incipient cases? Convalescents? Incurables?
9. Are there any fresh air schools or day camps?
10. Are there any diseases, or defective classes for which no provision is made?

F. *Other Welfare Agencies*:

1. a.' Give number and name of the fraternal orders in community. b.' What charitable work does any of them do outside of own membership?

2. a.' Women's Clubs? Number? Object? Membership? b.' Which of these is doing some form of Social work?
3. a.' What is number and character of Business Men's clubs, commerce associations, etc.? b.' Do they cooperate for improvement in housing conditions, police administration, sanitation and other movements for General Community improvement, or are their activities confined to the narrower aspects of the specific interest of members?
4. What part does the ministerial association take in civic and welfare movements?
5. In as far as the following concern themselves with welfare work (aside from definite work in education, recreation, industry and religion) give details of each:—a.' Settlements; b.' Y. M. C. A.; c.' Y. W. C. A.; d.' Trade Unions; e.' Labor Unions; f.' Employers' Union; g.' Boys' and Girls' clubs; h.' Churches?
6. Is there any institution which gets in touch with prisoners before and after release?
7. a.' Give number of industrial establishments maintaining a lunch room, baths, a meeting room, club room, playground, or settlement house, or a Social Secretary for girls? b.' Do any of them maintain any kind of a welfare agency? Character of each of these?
8. Is there a pension fund connected with any of the industrial establishments? What are the conditions? Is free medical aid given? Any other benefits?
9. What is the amount paid victims of accidents by manufacturers, insurance societies, charity organizations, lodges, mutual aids, etc., in the last two years?
10. What movements for public betterment and social service are needed in the community?

RED CROSS SURVEY CARD

1. Family name .....Church or club preference for work.....
   Street No..... Tel.....
2. Occupation: Father..... Mother..... Boys..... Girls.....
3. Number children and ages: Boys..... Girls..... { Number of other members of family and ages _____
4. Number cases past two years: Tuberculosis..... Typhoid..... Measles..... Chickenpox..... Diptheria.....
5. Number in family who will help in Red Cross work: Adults..... Children.....
7. Time each can give per day, week, to Red Cross work: Father..... Mother..... Girls..... Boys.....
6. Number in family for each kind of work — Hand sew..... Mch. sew..... Knit..... Steno..... Home work..... Hdq. work.....
8. Have you auto?..... How much time per day, with driver for local work.....
9. Will you donate old linen for bandages?.....
10. Have you garden?..... Will you plant garden if assigned one?.....: Have you land to donate for garden?
    ..... Where?.....
11. Number members of Red Cross in Family?..... Number who will join?.....
12. Amount of money you will give to relief work.....
13. If you desire to give regularly, state amount Per. week.....; Per month..... Do you wish it called for and when? .....
14. If away from Lawrence during summer, how long?.....
    Remarks .....

CRIME AND ITS TREATMENT.

The subject of crime and its treatment has received much scientific study during the past two decades. While crime has always been looked upon as an abnormal condition of society, as antisocial, the offender of social rules and regulations is no longer looked upon as being inherently vicious, but rather as a victim of causes, such as heredity, environment and ignorance which have united in causing the crime. This new attitude toward crime has brought about a change in the manner of dealing with offenders, which is not less firm and exacting with regard to his performance of duties, but, is represented by a different attitude toward the offender. The first method of dealing with offenders was retribution, or vengeance, but with the growth of civilization the attitude became one of deterrance or repression. The present attitude tends toward reformation and prevention. This change in type of punishment has been greatly influenced by:—

1. The great industrial development which has caused a greater interdependence and consequently a better understanding of people living in different planes of society;
2. Republican ideas of liberty advanced by Montesquieu, Rosseau and Locke.
3. New notions of the cause of crime were developed.
4. Change in the attitude of religion toward crime.
5. A new classification of society opening the way for an equity of administering the law.

Sources of data:

1. Examination of the original records of convictions for juvenile, police, county and supreme courts.
2. Inquiry and discussion with judges, court

officials, probation and police officers.

3. Examination of evidence as to truancy. (See Education.)
4. Personal investigation for verification of records and reports.
5. *Make map of district showing distribution of offenders, juvenile and adult, location of saloons, places of public and commercialized recreation.* (16).

a. *Juvenile Delinquency*: (See also Juvenile Courts.)

1. a. Offences for which juveniles were charged during past year? Number of each? b.' Give locality and surroundings where juvenile delinquencies are most prevalent?
2. a.' What per cent of delinquents are first offenders? b.' Repeaters? c.' Boys? d.' Girls? e.' Number at each age?
3. a.' Does there seem to be any relation between juvenile delinquency and lack of playgrounds or other adequate means of recreation? Give basis for apparent reason? b.' Lack of proper supervision of schools, playgrounds, etc.? c.' Congestion? d.' What is the physical condition (of juvenile offenders)? Their mental conditions?
4. a.' What per cent have both parents living? b.' Per cent having mothers only? c.' Per cent having father only? d.' Per cent having neither? e.' Per

(16) **Is Crime Increasing?**

See, Criminal Statistics of the United States; Robinson "Investigation and Crime;" Hourwich, Am. Jour. Soc. 1812; The Criminal, Havelock Ellis, p. 369; Crime and Social Progress, Hall, Chap. I; Responsibility for Crime, Parsons.

Classification of Criminals:

Criminal Man, Lombroso; The Criminal, Ellis, Ch. I; Dependents, Defectives and Delinquents, C. R. Henderson, P. 219; See also, Punishment and Reformation, P. H. Wines; Parmalee; Authopology and in relation to criminal procedure; Correction and Prevention, Henderson, C. R.; The Young Malefactor, Trairs; Criminology, Garofalo; Penal Philosophy, Tarde; Making the Criminal, Russell and Riaby.

cent illegitimate? f.' Per cent parents divorced?

5. What are the general conditions of their homes?
6. a.' Number where father or head of household has regular employment? b.' Skilled? c.' Unskilled?
7. a.' Are children employed in the street trades? b.' Character of the trades? c.' Number employed in each, by age, sex, and nationality? d.' What legal restrictions are there? e.' Are they enforced?
8. Are children ever allowed to work at night in factories or street trades? To what extent? Under what conditions?
9. a.' Are children under fifteen allowed to work with adults of opposite sex? b.' What supervision is there of such places?
10. a.' Is the sale of liquor and tobacco to minors under police control? b.' Is it enforced?
11. a.' Is obscene literature circulated? b.' Where obtained? c.' Do police attempt to control such sale?
12. a.' What is needed to improve conditions? b.' What efforts are being made?

b. *Adult Crime*:

1. a.' Crimes and misdemeanors for which persons were convicted? Annual number convicted for each class? b.' Age? c.' Sex? d.' Parentage?
2. Number convictions for each 1,000 population?
3. Number and conviction of Municipal, Police, or City lock-ups? Number inmates in each? Conditions of cells? Ventilation? Is there over crowding? Medical attention given? Is work provided for prisoners?
4. Number of inmates in County Jail? What attention is given to the care of convicted persons? Are convicted and unconvicted persons kept together? Condition of Cells? Work provided? Is any kind of instruction given?
5. Is there a State Prison or Reformatory in Community? What influence has it on community?
6. a.' Are parole and indeterminate sentence in use? b.' Under what conditions applied? c.' Are there probation officers? d.' Numbers? e.' Time devoted to work? f.' Number probationers cared for by each? g.' Do drunks and prostitutes receive the special care they need, when in jail?
7. What proportion of drunks and prostitutes arrested during past has been arrested on same charge before? Number of times?
8. Are there fines or jail sentences for prostitutes?

9. a.' Are professional bondsmen allowed to operate in court? b.' What are their methods?

State Institutions:

1. a.' Are prisoners taught a trade while confined? b.' Is it one which will be of service when they are released?
2. a.' Is contract or lease system used? b.' What goods are manufactured? c.' What pay is received for each prisoner?
3. a.' Is the institution self-supporting, if not, cost to community? b.' What amount is received from the contractors?
4. a.' Do the prisoners receive a share in the profits? b.' How much? c.' If not, how much money are they given on their release?
5. Is any effort made to secure employment for discharged prisoners?
6. Do dependent families of prisoners receive state aid while prisoner is in confinement? If not, has confinement of prisoners caused much suffering to any families, by cutting off their income?
7. What is the total cost for the maintenance of police, courts, and prisoners, as well as the loss through the crimes committed?
8. Is expense of detecting and convicting equalled or excelled by amount expended in creating conditions which will lessen crime?

In many sections of our country the handling of criminals is still in a very primitive and wasteful stage. In many city jails no record is kept of residence of prisoners, hence it is impossible to tell whether the cases are transients, visitors or citizens. Often no record is kept of first offenders, as it is deemed unimportant by some officials. However, unless, very complete records are kept in regard to such matters, there is little that can be done to remedy conditions.

If there is an unusually large percentage of first offenders, there is probably some local cause which may be removed, or, on the other hand, if there are persons who persist in committing petty offenses, it can be seen that the "usual fine" or jail sentence does not suffice. For example: readers

of newspapers will recognize the following, which appears again and again:— "——— arrested by —— at 11:40 Monday night for soliciting pleaded guilty to that charge when arraigned yesterday morning and was fined $10, which she paid and was released"; or "——— was arrested last night on a charge of disorderly conduct. Being unable to pay the fine, he was given the 'usual sentence.'" This same thing occurs again and again, with the same individuals, thus seemingly indicating that the "usual sentence" is rather ineffective. Is it not worth trying to put some of these habitual offenders on probation, since this continual arrest, fine or jail sentence and release, to be arrested again, is evidently ineffective?

Frequently city jails are in a most deplorable condition. No one takes any interest in the jail and as a result it is one of the last municipal buildings to be improved. The following which is a clipping from a report by the writer is typical of conditions found throughout the country, with the exception that often there are only two or three prisoners instead of the larger number:

"How many people have ever seen their City Jail? Surely but a very small number, or our present place of detention would long since have ceased to exist. The number of inmates in the city jail varies. There have been very few days during the past year when there has not been one or more prisoners locked up. At times there have been as many as 34 men in the jail at one time. There are four small cells 5x10 and 10 feet high, with one cot and a 12x12 window, and no toilet or wash bowl. In addition to these there is a "Bull Pen", 18x30 feet, which has a toilet and sink for washing and two 30x30 windows.

"The women's cells are in a space about 10x30 feet with three or four cots, one toilet and wash

bowl and two 30x30 windows. This apartment is separated from the Men's by a heavy sheet iron partition which does not extend entirely to the ceiling, thus making it possible for conversation to pass from one side to the other. Last year at one time there were seven women in this room."

"This prison, located at —— Avenue and —— Street, with the office of the police department, City Scales and Associated Charities, all located on the basement floor of the City Hall is about 3 feet below the level of the street. The quarters are crowded and unsanitary. No regular work is provided the prisoners, hence, except for some occasional work, as cutting weeds, in the summer time, they sit in idleness."

While considerable progress has been made with regard to state penitentiaries, as a rule, the county jails and city lock-ups are a disgrace to the community. Too often they are filthy disease breeding institutions, where prisoners sit in idleness and on being turned back upon society are worse physically, mentally and morally than when incarcerated. Not until the situation is fairly investigated in each community, and the rank and file of the people are made to realize the absurdity of the situation as it exists in the majority of cases, can we hope for any extensive change in the situation as a whole; but individual local communities will make some changes when their attention is directed to the most pressing needs.

III. *Recreation and Amusements*:

A recreation survey must take into consideration not merely the existing forms of recreation offered, and the opportunities for development along other lines; but like a survey of every other form of activity, it should seek out the possibilities and resources offered which are now neglected. In many cities the problem of recreation was hardly considered until recently. As a result, the city has grown up in a compact mass with no provision for playgrounds. Parks may be provided, but often these are at such a great distance from the most thickly populated sections of the city, that it is possible for only a small proportion of the inhabitants to patronize them. Even in some small cities, many schools are without playgrounds, and where they are provided for they are without any equipment or supervision. Some cities which had adequate space for playgrounds when city was small, failed to take advantage of it, or as was the case in one rapidly growing city, part of the school grounds were sold for commercial and residential purposes, so that there was just enough room for the original building, and when an addition was built, the land had to be repurchased. Often the city park is permitted to take on an unkempt appearance, has no equipment, and even though located in the center of the city is unlighted and requires a policeman to keep people *out of it in the evening*. In addition to the outdoor recreation places, both free and commercialized, are the indoor amusements. The dangers attending some of these are far greater than those attending outdoor amusements, and the need of careful supervision is correspondingly greater, though often the attention given is much less. (17.)

The questions given below are necessarily only

suggestive, and the investigator will need to extend any of the suggested lines of inquiry as the local situation demands.

a. *General Situation*:

1. a.' What are the principal recreations that engage the leisure of the population of your community?
   b.' Which of these are commercialized?
   c.' What agencies are there which provide recreation for young people without profits?
   d.' For workingmen?
   e.' For working women?
   f.' What is the cost of such recreations and amusements?
   g.' How are necessary funds secured?
   h.' Are these advantages made use of by the majority of those for whom they are intended?

b. *Playgrounds*:

1. a.' What regular playgrounds are there?
   b.' Area?
   c.' Amount of supervision?
   d.' By whom maintained?
   e.' Estimated number using them?
2. a.' Extent that unimproved lots serve as playgrounds?
   b.' What use is made of the streets for playing ball, roller skating, coasting, etc.?
   c.' Attitude of the police regarding use of streets?
   d.' Are streets used by children dangerous?
   e.' What per cent of people have no other place for recreation, than streets in vicinity of homes?
3. a.' Are schools provided with playgrounds?
   b.' Can they be used in summer and after school hours?
   c.' Are they supervised?
   d.' Are games part of the work of public schools?
   e.' Have moving pictures, dramatic performances, etc., been introduced into the public schools?
4. a.' What free park facilities are provided by public or private agencies, or both?
   b.' Cost of maintenance?
   c.' Amount of supervision? Equipment?
   d.' Are they located where needed?
   e.' Fare from congested districts?
   f.' What is the general moral standing of the various parks?
   g.' Are there free concerts held in parks, play-

grounds, and schools?
h.' What is average number of children using parks?
i.' Average attendance of persons using the parks at the various seasons of year?

5. a.' What commercial amusements are there?
b.' Where located? Price of admission?
c.' Do they have a desirable influence on patrons?
d.' Do they have beer gardens and dance halls connected with them?

c. *Athletics*:

1. a.' What athletic fields are there in the community? Games played?
b.' Public or private?
c.' Nature, extent?
d.' How controlled?
e.' What proportion of the people may use them?
f.' Are the fields used by the public open every day in the week?
g.' If not, what is the reason?
2. What are the gymnasium facilities in the community?
a.' Free to public, location, class using them?
b.' Open to public for fee, location, amount of fee?
c.' Open to members only, class admitted to membership, dues?
3. a.' Give number and type of pool and billiard halls, bowling alleys, skating rinks, etc., in the community?
b.' Is intoxicating liquor sold in connection with any of these places.
5. By what element of the population is each one patronized?

d. *Dance Halls and Theatres*:

1. a.' Give number of dance halls in community.
b.' By whom controlled?
c.' Are they run under police supervision?
d.' Is liquor sold in connection with any of them?
e.' General moral standard?
2. a.' Do any clubs, organizations, etc., give dances which are open to the public at stated intervals?
b.' What is the character of these?
c.' Class of population which patronizes them?
3. Give number of theatres:
a.' Where regular drama is played?
b.' Vaudeville houses?
c.' Burlesque houses?
d.' Moving picture shows?

4. a.' What is the capacity of each?
   b.' Average weekly attendance of each?
   c.' Class of patrons received by each?
   d.' Most popular type of entertainment offered, and the moral influence of each of the above?
   e.' What remedies would you offer any or each of them?
5. a.' What are the state laws and city ordinances governing play houses and dance halls?
   b.' Who is responsible for their enforcement?
   c.' Are they properly enforced?

e. *Entertainments and Clubs?*

1. a.' Are there any public lecture courses given?
   b.' By what organizations?
   c.' Character?
   d.' How attended?
2. a.' Are there any regular public concerts given in community?
   b.' Under whose auspices?
   c.' What type of concert is most patronized?
   d.' Does music play an important part as means of recreation in the community?
   e.' Are there any local musical organizations? Type of work done? Membership?
3. a.' Are there any local dramatic clubs?
   b.' What kinds of productions are selected most frequently for public entertainments?
   c.' Membership of such clubs?
4. a.' Are there any boys and girls clubs?
   b.' In connection with Settlements? With Libraries? With Institutional Churches? Number? Membership? Average Attendance of each?
   c.' Is the object of the various clubs anything besides being purely recreational and entertaining?
   d.' Under what auspices is club carried on?
   e.' Requirements for admission?
5. What clubs are for young men and young women?
   b.' Number?
   c.' Membership?
   d.' Character of club?
   e.' Requirements for admission?
6. What seems to be the most popular recreation of the various clubs.
7. What is most popular recreation of young people of community?
8. What particular amusements and entertainments are approved and which condemned by the

churches?
How do the denominational standards differ?

f. *Saloons*:

1. a.' Is community license or no license territory?
   b.' If license, ratio number of saloons to population?
   c.' Method of obtaining license?
2. Are saloons located in resident, tenement, or factory districts?
3. a.' Are rooms rented in connection with saloons?
   b.' Are women or children allowed to enter saloons without restrictions?
4. a.' To what other regulations are saloons subjected?
   b.' How and by whom are regulations concerning saloons enforced?
5. What is the attitude of the various denominations to the saloon and to drinking customs?
6. a.' Are the meeting places of labor unions, fraternal orders, other societies, connected with saloons?
   b.' Have they a ladies' parlor?
   c.' Is there evidence of gambling?
   d.' By what class are saloons chiefly patronized?
7. a.' Are houses of prostitution allowed or tolerated? (F I d 5.)
   b.' Segregated?
   c.' Is solicitation on the streets tolerated by the police?

g. *Day of Rest*:

1. a.' What forms of business are conducted on Sunday?
   b.' Any unnecessary?
   c.' Number of persons employed?
2. a.' What commercialized recreation on Sunday?
   b.' Is there any effort to close places of recreation? Why?

h. *Summary*:

1. What is the total amount paid out by the city for recreation, as compared with the amount paid out for fire protection, courts, and police?
2. What proposals have you for the improvement of recreation facilities in your community?

G. EDUCATION.

Education is the one activity which is universally recognized as the most powerful agent in molding the character of the community. There is perhaps more interest taken in this phase of the social survey than in any other single subject, since there is no other agency in the community which is of such general concern, and which touches so many people in such a direct and effective manner.

Under the general head "Education," we have included public schools, private schools, libraries, music and art, the press and higher education.

I. *Public Schools*:

In making a study of the public schools of a community general factors to be considered are:

a. Scope, dealing with the educational needs of the community from the point of view of the number of people trained, the extent to which it meets the needs of the community and enforcement of the requirements of compulsory education.

b. Administration, dealing with the character and organization of the administrative body, expense of maintenance, budget making and accounting system used, and general policy of the board.

c. Efficiency, dealing with the type of work done by the schools, the facilities for handling the number attending, medical inspection, vacation and evening schools, industrial and vocational training and general efficiency of the teaching force.

In order to make a really efficient educational survey, the services of a person familiar with

school room administration is necessary. Much of the data will be secured by:

1. A study of the State school laws.
2. Examination of the character and organization of the local administrative body.
3. Special detailed reports of the School census.
4. Personal visits to the public schools, inspection of their records, and questioning of teachers and pupils.
5. Reports from State Inspector.
6. Truant officer, and general inquiry.

Reports of similar studies may be obtained from the Department of Surveys and Exhibits, and the Division of Education of the Russel Sage Foundation, 130 E. Twenty-second Street, New York.

a. *Scope*:

1. a.' What is the total number of persons of school age in community?
   b.' Total number in school?
2. a.' Number of children of school age who are out of school and at work?
   b.' At what are they chiefly employed? (E II c)
   c.' Number in school employed outside of school hours?
3. Total number of illiterates in the community, by age, sex and nationality?
4. Number of foreign born who can neither write nor read the English language?
5. a.' What number of children leave school before they finish the fifth, sixth, seventh, and eighth grades of school?
   b.' Per cent that finish the first, second, third and fourth year of high school.
6. What are the state laws governing school attendance?
7. a.' Is there a truancy department?
   b.' How it is maintained?
   c.' Methods of work?
   d.' Has it legal backing?
   e.' Number of officers?
8. Do officers receive daily reports from the schools?
9. Is a card index of all children of school age kept in order to trace any who are missing at the be-

ginning of the school year?

10. a.' What is the number of cases investigated last year?
    b.' Number taken to court?
    c.' Number sent to truant school?
11. a.' What disposition is made of habitual truants?
    b.' Are parents ever fined for permitting truancy?
12. Does officer visit and has he power to take into court pupils who are truant from the parochial schools?

b. *Administration*:

1. a.' Are members of school committee appointed or elected at large by subdivisions? Number?
   b.' Salary?
   c.' Term?
2. a.' What active committees and what sub-committees?
   b.' What have they accomplished?
3. a.' What is the total expense of public education?
   b.' Whence is the money derived?
4. In what proportion is the money divided between teachers, salaries, school maintenance, repairs, and construction?
5. Is accounting up-to-date and efficient?
6. a.' Are books furnished free to pupils?
   b.' What system of buying and distributing books in use?

c. *Efficiency*:

1. a.' What is the capacity of the different grades?
   b.' Number of children in each?
2. a.' Is overcrowding common?
   b.' What is the average number of pupils per teacher?
   c.' Are any ever rejected or unclassified for lack of room?
3. a.' Special provisions for cripples, feeble-minded, backward and weakly children?
   b.' What is the method of commitment?
4. Are there special classes for foreign children?
5. a.' Is there medical and dental inspection of the schools?
   b.' How often are physical tests made?
   c.' Frequency of eye and ear tests? (D III).
   d.' Is there moral instruction and supervision of playgrounds?
6. a.' What is number of school nurses?
   b.' Number of school visitors?

7. a.' Number of pupils who repeated their grade last year?
   b.' What, in opinion of superintendent is the cause?
   c.' What was the per cent of increase of cost, due to repeaters?
8. a.' Are there vacation schools?
   b.' Evening schools?
   c.' How long open each year?
   d.' Subjects taught?
   e.' How advertised?
   f.' Are they used by foreigners?
9. a.' Number of kindergartens in the public schools?
   b.' Number private kindergartens?
   c.' Are kindergartens maintained in the poorer districts?
10. a.' Are manual training and domestic science taught?
   b.' In what grades?
   c.' Subjects?
   d.' Are these subjects part of the school curriculum or optional?
11. a.' What trades are taught?
   b.' Length of courses?
12. a.' What industrial ~~or private~~ schools are maintained in the community by either public or private organizations?
   b.' Capacity?
   c.' Work done?
   d.' Efficiency?
   e.' Cost of maintenance?
   f.' Source of income, etc.?
13. a.' Number of graduates who have gone into local industries in the last ten years?
   b.' Is there any effort to adjust local school to local needs?
14. a.' What are the requirements for teachers? certificates in each grade?
   b.' Salary?
15. a.' Are school reports issued regularly, and do they deal with distribution of expenditures, appointments and change of teachers?
   b.' Do they deal with truancy, school population, number of pupils dropped from rolls, repeaters, absences, and with comprehensive evidence of the needs of the school?
16. Are there facilities and rules for reporting classroom conditions?

II. *Private Schools*:

1. a.' Are there any parochial schools in the community?
   b.' Number?
   c.' How maintained?
   d.' Capacity?
   e.' Number of pupils?
   f.' Of teachers?
2. a.' Is the work done the same as that covered by public schools?
   b.' Does the public school inspector have jurisdiction over them?
   c.' Is the work of as good quality as that done by the public schools?
   d.' Are foreign languages spoken?
3. Have the teachers qualifications equal to those of public school teachers?
4. a.' What other private schools are there?
   b.' Give details concerning them?
5. a.' What is the number and type of educational classes in Y. M. C. A. and Y. W. C. A.?
   b.' What is the attendance?
   c'. Subjects taught?
   d.' Class fees?
   e.' Are the classes limited in numbers?
   f.' What groups usually join?
6. Are there any special funds provided by any of the industries for the betterment of the community at large?
7. a.' What organizations are maintaining a lecture course? Nature?
   b.' How well is it attended?
8. a.' Are there any social settlements in the community?
   b.' Nature of their work?
   c.' How maintained?
   d.' Are they located where needed?
   e.' What are their chief educational facilities?
9. a.' Are churches doing educational work outside of parochial schools?
   b.' If so, under what conditions?

The investigation of the private schools consists in a study of those schools which do work parallel to that done by the public schools, in regard to efficiency as compared with the public schools and the extent of the field covered. While the inves-

tigation of the work of the other private schools as Y. M. C. A., institutional churches, settlement houses, etc., will consist principally in the scope of their activity.

III. *Libraries*:

1. a.' What is the number of libraries in the community?
   b.' Number of books?
   c.' Of readers last year?
   d.' Hours of service?
2. a.' Are poorer districts provided with library facilities?
   b.' How far from most distant point to a public library?
3. a.' Conditions under which books are loaned?
   b.' What is method of distributing books to settlements, schools, etc.?
4. Are there private collections at the disposal of the public? Number, kind, etc.?
5. Are books on special subjects, notably those pertaining to local industries, kept on reserve for workers and students?
6. Are notices of new books and other library facilities published regularly?
7. Have libraries juvenile departments? Story hours?
8. a.' Are exhibits held and public lectures given in the library?
   b.' Do librarians actively aid readers in securing information?

IV. *Fine Arts*:

1. What advantages has community in lines of art and music?
2. a.' Are there any clubs or organizations devoted to music or art?
   b.' Number, membership, requirements for admission, work carried on?
3. a.' Are there any schools of music and of art?
   b.' Give details?
   c.' Character and amount of music and art taught in the public schools?
4. a.' What is the number of private teachers?
   b.' Approximate number of persons studying?
5. a.' Are any regular concerts given?
   b.' Types of music furnished
6. Are efforts put forth by any organization to educate the public to an appreciation for the best in music

and art?
7. Are there any museums or art exhibitions?
b.' Give details?

While music and art have a more or less indirect educational influence upon a community, the effect of these factors are none the less evident. The music that finds its way into the best of homes is often times positively degrading, not so much in its direct influence as in the fact that it tends to weaken the finer sensibilities. In spite of all encouragements, the degradation of musical taste among large sections of people, indeed among a vast majority, is a cause for serious concern, and any movement or influence which tends to work in the upward direction deserves all the recognition and support it is possible to give.

V. *The Press*:
1. a.' What is the number of local newspapers?
b.' Are there any printed in a foreign language?
c.' What language? Circulation of each?
2. a.' Are the newspapers in sympathy with civic improvements? What paper takes the lead in reform movements? How are its efforts received?
b.' Are they controlled by any special interests, or are they entirely independent?
3. What magazines are most read?

VI. *Higher Education*:
1. a.' Is there any college, normal school, or university in the community?
b.' If there is, under what auspices?
c.' Give capacity, cost of maintenance, number enrolled, character, of work done, general effect upon community?

H. RELIGIOUS ACTIVITIES.

While the efforts of the churches and various other religious societies have always been directed primarily toward the social and moral betterment of society, the work of the church in regard to definite community welfare work has usually been a spasmodic or temporary uprising to fight some definite evil. Consequently there has always been a lack of concerted action on the part of the churches. If a definite policy is once arrived at the difficulty arising from lack of co-operation will be largely overcome. (18.)

1. What is the number of churches in your community?
2. a.' What denominations, creeds, or sects, do they represent?
   b.' Any other organizations in community, which supplement the church but which are not connected therewith?
3. a.' What organizations in the community are competing with the church?
   b.' What is the ethical influence of these bodies?
   c.' Could churches co-operate with them, or are they opposed to the fundamental principles for which the church stands?
4. Are there separate churches serving particular nationalities?
5. a.' Are churches united on all civic questions?
   b.' If not, on what do they agree and disagree?
   c.' Why?
   d.' Which are active with regard to civic improvements?
6. a.' Is there favor in the community toward church

(18.) See "Sociological and Religious Survey of Seventy Cities" the Presbyterian Board, 156 Fifth Avenue, N. Y. 1912.

"Digest of Social and Religious Survey of Bristol," Public Library, Bristol, Conn. 1912.

"Community Study" by Warren H. Wilson.

"Survey for Rural Communities," George F. Wells.

"The Way to Win." Fred B. Fisher.

federation?
b.' What could be done in the community with united churches that could not be done now?
c.' Why is it impracticable now?
7. a.' Is there opposition to the church in the community?
b.' On what grounds?
8. a.' Is there a ministerial association?
b.' Membership?
c.' Object?
d.' Does it include all the ministers of the community?
e.' Does it take an active part in civic movements?
f.' In prevention of disease?
g.' In social and moral prophilaxis?
9. To what portion of the community do churches feel they owe obligation? Do they avoid poor districts?
10. a.' What methods are used to attract the different members of the community?
b.' Are there classes or groups in the community which are not reached by the churches?
c.' Describe them?
11. What additions and changes are needed in the religious activity in your community?
12. a.' What work are the churches doing outside of their regular religious services?
b.' Do their activities extend to those who seem most in need of them, or to their own members only?
c.' Do churches do any training for actual social work?
d.' Do all the churches co-operate with the charitable societies? If any do not, why not?
e.' In what lines are the churches and organizations of the community making the most marked success?
13. a.' Do differences between churched and non-churched and between denominations correspond to social differences?
b.' What attitude do the workingmen take toward the church?
c.' If unfavorable, why?
14. a.' Membership of the Y. M. C. A. and Y. W. C. A.?
b.' Number of individuals reached by the activity of each?
c.'Nature of their various activities and the general attitude toward them by the community in

Schedule for Church Survey—

1. Location..... Denomination..... No. of members over 16 yrs.....
2. Total no. in congregation..... On basis of last 10 yrs. is membership
   increasing..... decreasing..... stationary.....
3. Name of Pastor..... Address..... Distance from church....
4. Does pastor preach elsewhere..... Location of other places.....
5. How often does pastor preach here..... Avgerag attendance.....
6. Salary of pastor..... How is budget prepared..... Amt .....
7. If no pastor, for how long..... Why.....
8. Avgerage attendance at midweek service.....
9. " " " Sunday School.... Increasing... Decreasing.....
10. Other religious instruction..... Number reached.....
11. Young Peoples Society..... Scope..... Social Activities.....
12. Condition of building..... No. of rooms.... Value.....
13. Amt. raised per anum for home missions etc..... foreign mission.....
14. No. of persons who have gone from this church into social or religious work in post 10 yrs.....
15. What is the general financial status of members.....

general?

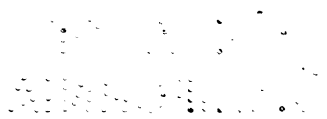
d.' Character and group of the regular weekly meeting and lectures?

15. a.' What is the total membership in the community of the churches? Of the affiliated organizations?

b.' Membership of other organizations whose primary object is the religious and moral betterment of the community?

16. a.' Are all the above agencies united in their efforts to rid the town of Saloons and other objectional places where people congregate?

b.' What is being done to create an interest in other things not objectionable?



Part III

Interpetation and Use of Data

INTERPRETATION OF DATA

When the social survey of a community has been completed; when the data concerning the social conditions and activities have been gathered and all the various aspects of each problem have been carefully compiled the real work of the survey has just begun.

If the survey is to have any value in the community beyond the value of getting a group of people to take stock of their surroundings, the data must be thoroughly analyzed and the means of determining a constructive policy for the community, to serve as the basis for a program of development extending over a long period of years. If the survey has been carried out as outlined in the preceding pages, a large representation of the leading citizens will have formed the nucleus for a growing social consciousness, which will continue to be an effective force in the community, if they have a well definite program to follow. However, if nothing definite results from the survey and this newly awakened group consciousness is permitted to die because of no well-defined policy for future activity, all the time and energy spent in making this study of the community will be worse than wasted, nothwithstanding the fact that the survey may be scientifically accurate. In the future any effort toward constructive community service will feel the deterring influence resulting from the failure of the survey to get results. Hence, while a scientific survey would be well worth while without any immediate local results from the standpoint of securing valuable scientific data, the primary object of a survey is to be of benefit to the community in which it is made.

The analysis of the data should show the inter-relation of the different group activities and the effect of any undesirable conditions upon the life of the entire group. It should show why some of the existing agencies within the community have failed to function to greater efficiency, and wherein their weakness lies. We cannot stop, however, when we have pointed out the weaknesses of institutions, and the failure of the community to meet its needs. We must show by means of a simple and workable plan, how these weaknesses may be turned into future success. Time and patience are important factors in securing any reform, but there are always certain phases of the community life which may be dealt with at once, while the larger problems should be incorporated into the constructive program to be followed during the coming years.

Since cities vary so greatly in their general composition and characteristics no single scheme of survey can be drawn up so as to be equally applicable in detail to all communities, but *uniformity of method* is necessary for clearness and is indispensable for comparison of conditions. Without some uniformity, the data gathered in an investigation would lose all of its future comparative and scientific value. The scheme here proposed is framed only as a basis, the details of which may well be modified when applied to widely diversified communities without destroying its worth for making comparisons and for drawing general conclusions. Likewise, *the individual questions are meant to be suggestive only and should by the results their answers reveal, lead on to a much more extended inquiry.* For example, if the question relating to seasonal employment discloses the fact that a certain community has more than the average amount of

seasonal employment, an effort should be made to find some means of relieving that situation and usual attendant conditions. One community in which there were many unemployed men each winter, made a special effort to start classes in the nature of continuation and trade schools with remarkable success. Or, if the statistics show that an unusually large number of boys stopped attending school at the end of the sixth grade, further investigations should be made to find the reason, and to see how that situation could be prevented in the future.

Comparison of statistics and facts secured should be compared with similar data from other communities to show how places of a like nature compare with regard to the different points taken into consideration. Below are given some samples of data very easily compared and which likewise prove to be of very great interest to members of the respective communities.

COMPARISON OF STATISTICS.

Birthrate—	Per M.
Clay Center	19.5
Minneapolis, Kansas	24.4
Marysville	17.8
Beloit	23.5

Deathrate—	Per M.
Claycenter	17.
Minneapolis	11.6
Marysville	12.7
Beloit	16.6

Infant Mortality—	Per C.
Clay Center	7.1
Minneapolis	4.2
Marysville	5.4
Beloit	8.3

Homes Owned by Occupant—

Clay Center	61%
Minneapolis	66%
Marysville	68%
Beloit	65%

Houses Connected—Sewer—

Clay Center	50%
Minneapolis	45%
Marysville	36%
Beloit	65%

Houses with City Water—

Clay Center	66%
Minneapolis	72%
Marysville	45%
Beloit	79%

If there are any outstanding differences, or if the community does not measure up to the standard set by the state or to other parts of the community, the cause of this difference should be found. The plans for the future should eliminate the causes which seem to be retarding the community's greatest possibilities and should, as far as can be done, made to fit into the institutions already existing. The failure of many reform movements is due to proposed methods which could not be introduced without too abrupt a change in the existing order of things. For illustration, in a community where less than 400 out of 3,300 homes were connected with the city sewer system, a workable plan was given for keeping the community reasonably sanitary until sewer connections could be made. Instruction was given on how to keep outhouses and barnyards as sanitary as possible. In short, it is necessary to suggest one step at a time in proposing changes in the average community.

Another point needs to be mentioned here. In interpreting the facts and findings of the survey, "don't be a muckraker."

There is sometimes a temptation to bring out something more or less sensational in the report of the survey. Most communities, however, are not deliberately harboring undesirable conditions and activities, the more frequent situation is that the world has moved on and they have been left behind in some particular.

Where the community excells, give them credit for their excellence. Where they fall short, find the cause of the shortcoming and help them to overcome their difficulty.

The above mentioned phases of interpretation of data has reference primarily to the local situation. There is another, and by some considered to be an even more important aspect. If the social survey is to have any permanent significance it must reveal more than the facts of life in the group. It must show the results of the social forces at work within the community and the inter-relation of the many group activities upon each other and upon life of the community as a whole. It is only by a study of these facts gathered by *unbiased* individuals and compared and studied by persons who are not trying to "prove something" which they have previously theorized upon that we will be able to develop a sound social philosophy.

In short, an interpretation of the data collected in the survey should include, (1) a careful analysis of the situation as it presents itself; (2) a study of the conditions and activities, both favorable and unfavorable, which have resulted in the situations as found; (3) methods of aiding in the development of conditions which are proving favorable; (4) eliminating unfavorable condi-

tions; (5) proposing a program which will tend to develop a more efficient type of conditions and activities, and which will tend toward a greater conservation of energy and elimination of waste.

PUBLICITY

No reform movement, nor important change in the community's activities can be forced upon the community from the outside. Anything of permanent worth must come from a desire within the group for such change or reform. By conducting the survey along the lines indicated, a nucleus of social consciousness will have been awakened among the leaders of every social group and organization within the community.

In order to attain the desired results, this consciousness must grow and reach an ever increasing number of individuals. until the rank and file of the community are back of the movement. Before the majority of the members of the community will have the same attitude toward any extensive change or reform, however, they will need to have the same insight into the local situation and the causes back of it, that the group of leaders who have been active in carrying on the survey have.

This insight into local conditions and activities and the possibility of improvement and greater efficiency will be reached by the majority of the community, only when they have been given the facts in the matter. That is why the Publicity Committee has the most important work of the entire survey.

The object desired will never be reached by having published one or two formal reports in the newspapers or a formal report in pamphlet form, no matter how valuable such a report may be. While these formal reports have great value, especially for comparative purposes and for the leaders of the various social agencies, they must be only a part of the general campaign of publicity

which is carried on for the benefit of the local community.

As stated before, the discussion of the data to be collected, the co-operation of the newspapers must be secured to carry on this publicity work successfully. The persons in charge of the newspaper publicity should be experts and have something of interest concerning the survey to publish every day. The newspapers will soon appreciate the news value of the survey stories, and then it will require great tact to know what to give and what is not yet ready for publication. Often by giving a story concerning some line of investigation more harm than good will be done in that it will hinder the completion of the investigation, or kill interest in the matter before a final report is made.

When the work has been completed and the program decided upon, the different projects may be pushed systematically by the newspapers. Carefully prepared tables of statistics regarding the local situation should be made; comparative figures of the situation in other communities; proposed changes and the results in other communities where the proposed changes have been tried.

This newspaper campaign should be supplemented by special meetings at clubs and organizations. The churches should be enlisted in certain aspects of the matter; certain phases may be successfully presented to the public school children. In fact, every organization in the community should hold a meeting and deal with certain aspects of the survey. At the same time special bulletins and circulars may be distributed, since it is essential that every houshold, and every individual of the community should be reached by several aspects of the investigation.

This concerted campaign of publicity carried on by the newspapers, by bulletins and circulars, and by the public meetings, should gradually prepare the community for the climax of the survey, namely, the Community Institute and Exhibit. The entire community should look forward to this Institute, and every effort should be put forth to make it worth while. Prominent workers and lecturers should be secured in order to crystallize the social consciousness which has been growing. The results of the data collected should be prepared in a clear and convincing manner for the exhibit, by means of maps, charts and exhibits of all the various phases of community life as indicated under each phase of this outline. The different problems discussed by the newspapers and at the numerous meetings, are all graphically represented here. If this Exhibit had been prepared without the extensive preliminary campaign, the proportion of the population coming to the exhibit and institute would be relatively much smaller, and the amount of material presented would be confusing to those who did come. Hence, it is extremely important that a very well planned publicity campaign be carried on in order that the interest of the entire community will center around the Community Institute, or "Know Your City Week," when the results of the survey will be presented, and the immediate necessities and future possibilities are outlined. (1)

(1) A most excellent guide for the publicity work of a survey, especially the work of preparing and presenting to the public an exhibit of the survey, is "The A. B. C. of Exhibit Planning," by Routzohn, E. G. and M. S. Russell Sage Foundation, New York.

THE COMMUNITY PROGRAM

A Community, like an individual, will "learn to do by doing." The leaders in the investigation of any community may see a great idealistic future before them, and the program outlined for the next decade should be in the direction of this ideal. But the immediate program, that phase of the future of the community with which the majority of the people will be interested, and the only phase in which their active interest can be secured must deal with those problems which effect them directly, and which can be met at once by co-operative effort.

Problems relating to the health, convenience and comfort of the community; the specific problems of housing, sanitation, disposal of the city's waste; the improvement of the water supply or milk supply; and many other concrete problems dealing with "*conditioning phenomena" of the community will hold the interest of the rank and file of the people, and by getting them to take an active part in meeting some definite community problem, they will be trained to carry on more subtle and complex community problems. A new and broader social consciousness will have been created which will be prepared to meet any problem of the community which may arise.

If the problems of the community are outlined in too general terms, or if the greater community problems are put in the foreground, the average member of the community will fail to understand it because of its complexity, or, feel that the problem is too idealistic to waste his time upon it. On the other hand, if the more simple, concrete

*See Hayes, E. C. Introduction to Sociology, p. 24.

problems are set forth, for the immediate program, and the greater problems for the subsequent program, the average citizen will take active part, and "learn to do by doing."

The way in which a community may react to a social survey is illustrated by Minneapolis, Kansas, a county seat town of about 2,000 population.

For nearly a year after the Survey and Community Institute, both local newspapers carried editorial comment, and results of the survey findings, in each week's issue. Several clubs and organizations took certain features of the survey as a basis for their activity. Churches continued the interest manifested during the community week and the City Council took under consideration the enforcement of sanitary and health regulations which had been neglected. To carry their work out they made use of charts and maps prepared during the survey. In short, the hundred or more people who helped make the survey, retained an interest in the community and helped to remedy its shortcomings and emphasize its special advantages. The efforts put forth were not those of a few enthusiastic individuals but rather a *Community program* following a social survey *by the community.*

When the community has once taken concerted action on any proposition, and realized their strength, they will on their own accord take up other matters, provided the need for action along other lines has been shown. Consequently the problem of the survey is among other things to find the needs and the possibilities of a given community and with this knowledge at hand, a constructive program for a considerable period of years should be worked out. The problems to be met should deal first, with the more pressing needs, which can be met with comparatively little

exertion on the part of the majority, and lead on from one problem to another, to the more concrete problems which require the support of an enlightened community, possessing a clearly defined social consciousness, trained to service by successfully meeting some of the more simple community problems.

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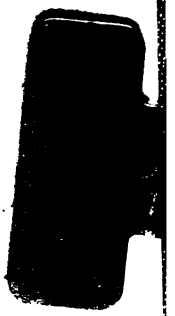

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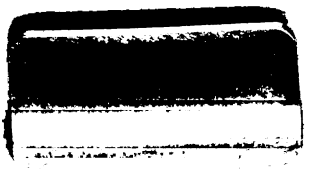
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